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ABSTRACT

Concerned with the availability of vocational counseling services in Canada, this report offers definitive information on career and employment counseling offered by educational institutions, social agencies, and Canada Employment Centres. After extensive consultation and field testing, questionnaires were developed to cover the following areas: characteristics of the communities, agencies, clients, and counselors; the nature of counseling services; and administrative practices. Investigators mailed three survey instruments to counselors, supervisors/managers, and funding agencies in over 145 municipalities across Canada. A total of 1,475 questionnaires were returned in time for inclusion in this analysis. Results included information about employment/career/vocational counseling services available to youth and adults through Employment and Immigration Canada, from community-based groups, through the educational system, and from social services. Nine key issues arose from the study: (1) absence of leadership; (2) career and employment counseling's isolation from the mainstream of programs and services; (3) professionalism/training; (4) restructuring of career and employment counseling services; (5) evaluation of counseling; (6) equity; (7) the management of counseling; (8) counseling resources; and (9) those who need career and employment counseling. Includes an action plan to address these key issues. (RJM)

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Career and Employment Counselling in Canada

Canadian Labour Force Development Board

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Career *and* Employment Counselling *in* Canada

A report to the
Canadian Labour Force Development Board

by
D. Stuart Conger
Bryan Hiebert
and Elizabeth Hong-Farrell
Canadian Guidance and Counselling Foundation

What is the CLFDB?

The **Canadian Labour Force Development Board** is made up of partners from business, labour, education and training, and the equity groups (women, aboriginal peoples, people with disabilities and members of visible minorities), working together to develop a highly skilled Canadian workforce that contributes to the well-being of Canadians and a productive and prosperous economy.

The notion of "working together" to bring about positive change is often articulated but seldom translated into key principles of public policy. The CLFDB – a national, not-for-profit organization with an agenda and a work program set independently by the members – was established in 1991 in response to the growing consensus that labour market partners must play a greater role in training and human resource development in Canada. The Board's mission is to work towards the creation of a coherent and coordinated system of labour force development that is equitable, effective and efficient.

The Board is made up of 22 voting members: eight representatives each from business and labour, two from the education and training community, and one from each of the four equity groups. Board members are nominated by the constituencies they represent – over 89 national organizations. Provincial/territorial and federal departments responsible for labour force matters are represented by non-voting members. The Board works by consensus.

The CLFDB co-chairs have also been selected by their constituents: J. Laurent Thibault, former President of the Canadian Manufacturers' Association, as Business Co-chair, and E. Gérard Docquier, former Canadian National Director of the United Steelworkers of America, as Labour Co-chair.

The CLFDB mandate is to:

- play a lead role in developing commitment to training and labour force development in Canada;
- advocate more, relevant, higher quality and accessible training;
- provide direction on all aspects of training and related employment and adjustment programs and policies;
- provide the labour market partners with opportunities to conduct meaningful dialogue and build consensus;
- establish a framework for government accountability with respect to training and labour force development programming;
- ensure the Board has the information needed to monitor and evaluate training outcomes and be accountable to its constituencies.

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Preface

From its inception, the Canadian Labour Force Development Board (CLFDB) has understood the important role of counselling in the training and adjustment of workers, and in the successful transition of Canadians from school to work and from unemployment to employment. However, information about the accessibility of counselling services, whether provided by public or private sector organizations, has been lacking.

In order to develop appropriate public policies in this area, and provide federal and provincial governments with well-informed advice, the CLFDB believed more complete information was needed. Thus, the Canadian Guidance and Counselling Foundation (CGCF) was contracted to undertake an intensive examination of the career and employment counselling services available to both youths and adults, whether offered through the federal government (the department referred to in this study as Employment and Immigration Canada, but now called Human Resources Development), community-based groups, the educational system, or through provincial programs.

To provide input and general direction from all constituencies of the Board in the conduct of the study, an advisory group with representation from business, labour, education and training, and the employment equity groups was formed. The membership of this advisory group is appended to the report. The CLFDB wishes to acknowledge the important role that group played in the successful completion of the study.

This final report of the study was presented by the CGCF to the CLFDB in December 1993. It is hoped that the report will be widely read. More importantly, the information should be used by public policy bodies like the CLFDB, by federal and provincial governments, by professional associations of counsellors, and by counselling advocacy groups and service delivery agencies to make improvements wherever possible in the quality and accessibility of career and employment counselling.

Finally, the CLFDB wishes to thank the Foundation for its fine work, noting that the views expressed in the study are those of the report's authors.

J. Laurent Thibault
Co-chair
CLFDB

E. Gérard Docquier
Co-chair
CLFDB

I am pleased to provide, on behalf of the Canadian Guidance and Counselling Foundation, our report titled, "Career and Employment Counselling in Canada".

It has been gratifying for the Foundation to have the opportunity to lead this study. For many years, those of us active in career and employment counselling have been very aware of the paucity of data available to inform the development of this important service. "Opinions" have been plentiful on the current state of services and programs, and crucial decisions have often been taken on the basis of such opinions. As a result of the commitment and support of the CLFDB, the report now makes available a factual data base to make informed decisions based on tangible evidence. The data provide indications of the directions the services need to move in to be a stronger resource for the labour market adjustment, productivity and enhancement of Canadians.

The interest of the CLFDB, which is shared by the Foundation, was matched by the respondents to the survey. The high response rate to the extensive questionnaires indicate that the counselling community wanted to be taken seriously and have a clear voice; it further indicates that they believed that their replies would be given credibility and be taken seriously by the Board.

We will be eager to know the results of the discussions on the implications of the study and the recommendations which evolve. We offer any assistance needed with respect to the report itself. The mandate of the Foundation is to support the development and improvement of career counselling in Canada. In our commitment to this, we look forward to making contributions towards the future directions indicated by the report.

We welcome the leadership of the CLFDB.

Throughout the project, the authors have stressed the importance and quality of the contributions provided by Dr. Ralph Kellett of your staff and I am pleased to acknowledge our appreciation to him.

Lynne Bezanson
Executive Director
Canadian Guidance and Counselling Foundation

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The Canadian Guidance and Counselling Foundation wishes to thank the many people who assisted with the formulation of the survey described in this report, to those who participated in the survey, and to the people who contributed to the final report. The co-chairs of the Canadian Labour Force Development Board (CLFDB), Gérard Docquier and Laurent Thibault, have shown leadership and foresight in commissioning the project, thereby providing one of the first definitive data bases on the delivery of career and employment counselling services in Canada. Dr. Ralph Kellett, of the CLFDB, has been a valuable resource, providing rigorous feedback throughout. The project has been guided by an advisory committee composed of members of representative groups. Their committed and valued contributions to the design of the survey and preparation of the final report have enriched the project and increased its relevance to the field. The committee members, and the groups they represented are listed on the back page. Finally, to the counsellors, department heads and managers, and program administrators and consultants who completed the questionnaires, we extend a sincere thanks. Their responses have provided a comprehensive picture of career and employment counselling in Canada and greatly facilitated the advancement of the profession in our country.

D. Stuart Conger
Bryan Hiebert
Liz Hong-Farrell

Ottawa
November, 1993

Table of Comparisons

The following table has been prepared to assist readers in comparing information across the four sectors surveyed. The topics covered in each chapter are listed down the left hand column of the table. The numbers in each row refer to the pages on which that information is presented for each of the sectors listed across the top of the table.

	Secondary Schools	Colleges/ Cegeps	Community Agencies	CECs
Administration	52	83	111	147
Agency interface	54	84	112	151
Budget and resources	7, 49	7	7, 106	7, 145
Caseload	41	77	100	137
Central agencies	2	2	2	2
Client characteristics	21, 57	21, 86	21, 116	21, 155
Client types	57	21	116	155
Client problems	23	23	23	23
Clients turned away	5	5	5	5
Clients, volume			107	
Clients, voluntary and mandatory	45	79	102	
Community size	1, 40	1	1	1, 134
Conference attendance	69	7	128	170
Counselling environment	40	77	99	135
Evaluation	15	15	15	15
Counselling program	47	80	103	141
Counsellor characteristics	29	29	29	29
Counsellor tasks	18, 70	18, 93	18, 129	18, 171
Courses and workshops	65	91	125	166
Crediting experiential learning	69	93		170
Counsellor education and training	31, 61	31, 88	31, 119	31, 159
Experience	52	32	111	148
Extent client expectations met	60	88	118	158
Extent supervisor's expectations met	16	16	16	16, 159
Extent to which supervisor and other staff understand counselling process	55	84	113	152
General Information	40		98	134

	Secondary Schools	Colleges/ Cegeps	Community Agencies	CECs
Geographic location	1	1	1	1
Group counselling	45	78	102	139
Hours per week spent as a counsellor	43	78	101	139
Languages of service	46	79	102	140
Mandate	3	3	3	3
Number of interviews per client	44	33	101	139
Number of counsellors	3	3	3	3
Obstacles to counselling	26	26	26	26
Opinion of service	17	17	17, 110	17, 144
Outcome expectations	57	86	116	155
Performance review	56	85	115	154
Physical environment	52	83	111	147
Policy	2	2	2	2
Priority of career and employment counselling	53		112	
Receive counselling elsewhere	6	6	6	6
Relationship with CEC	14	14	14	14
Resource Centre	8	8	8	8, 148
Resource trends	7	7	7	7
Roles of managers				151
Service standards	47	80	104	142
Staffing issues				150
Summary	72	94	131	173
Supervision	56	85	114	153
Supervisor of counselling	53	84	112	150
Urgent issues to improve service	50	82	109	146
Who provides career and other counselling training	69	93	127	169
Who should deliver counsellor training	67	92	126	167

Executive Summary

Almost every report linking human resource development and economic development calls for improvements in career and employment counselling for young people so that they may make the wisest decisions about their work futures and plan to prepare accordingly. There are also calls for the improvement of career and employment counselling for those who are already in the labour force, but need to reposition their career "trajectories" in keeping with the major economic and business developments looming on the horizon.

Counsellors, and others connected with career and employment counselling, have felt encouraged by the statements recognizing the importance of counselling, but frustrated that such recognition has not resulted in support for change and improvement in counselling programs and services. Perhaps one of the reasons for the lack of action is that in spite of its pivotal role in facilitating economic development, relatively little is known about the nature of career and employment counselling service delivery in Canada.

Concerned about the availability of counselling services for all members of society who seek gainful employment, the Canadian Labour Force Development Board (CLFDB), with the assistance of the Canadian Guidance and Counselling Foundation (CGCF), undertook this study — the first of its kind — to address these needs and obtain definitive information on career and employment counselling offered by educational institutions, social agencies and Canada Employment Centres. Information was collected and compared not only from counsellors, but also from managers, consultants and supervisors across Canada.

After extensive consultation and field testing, questionnaires were developed to cover the following areas: characteristics of the communities, agencies, clients, and counsellors; the nature of counselling services; and administrative practices. Three survey instruments were prepared for counsellors, supervisors/managers, and funding agencies and mailed to over 145 municipalities across Canada, ranging in size from 1,000 to 100,000 and over.

A total of 1475 questionnaires were returned in time for inclusion in this analysis including 229 educational counsellors, 194 community agencies counsellors and 714 Canada Employment Centre (CEC) counsellors.

The study obtained complete information about employment/career/vocational counselling services available to youth and adults through Employment and Immigration Canada (EIC), community-based groups, the educational system, and social services in order to:

- develop appropriate public policies in this area;
- provide advisors and decision-makers including those in government with knowledge of what counselling services are currently available and advice on future directions;
- identify gaps in the services; and
- establish needs with respect to support (both funding and professional training) for counselling activities.

Key policy issues

Nine key issues arose from the study:

1. Absence of leadership

Leadership includes the extent to which those in leadership roles set policies, support the development of new methods and programs, provide for ongoing staff development, provide material resources, and advocate for the services and deliverers. These, collectively contribute to setting direction and vision.

- *When asked if their organization had a policy about counselling, only about 55 per cent of college/CEGEP counsellors said yes, whereas over 80 per cent of CEC counsellors said yes. Counsellors in secondary schools and community agencies fall in the middle at about 70 per cent.*

- *The survey of counselling consultants revealed that EIC consultants are most involved in setting policy, while school consultants are least involved.*

The ministries which provide financial support are perceived as providing moderate leadership in setting policy and providing material resources, and very limited leadership in the other key areas. Substantial numbers of counsellors feel that their work is not valued or understood by either their superiors or their funders. This suggests that they do not perceive their organizations broadly as providing leadership in carrying out their roles and responsibilities. The general absence of effective and appropriate systems for the evaluation of career and employment counselling also emerged as a void in leadership and accountability.

Over the past two decades there have been bursts of activity by EIC and two or three provincial departments to develop new methods and materials for use in career and employment counselling. There has been little or no activity of a comparable nature to design appropriate career counselling programs or services. There is a need for this issue to be addressed.

- *Only 43.5 per cent of secondary school counsellors feel that the principal truly understands the counselling process, while only 42 per cent of college/CEGEP respondents thought their deans or department heads really understood the counselling process.*

- *About 60 per cent of counsellors and managers in community agencies believe the senior manager understands the counselling process and there is agreement that career and employment counselling has a high priority in the organizations.*

- *Only half of CEC counsellors thought their manager truly understood the counselling process, while three-quarters of the managers said they truly understood the counselling process.*

There is a strong need for the policy-makers in ministries for education, career development, and social services to establish a plan to address leadership in career and employment counselling in the organizations that they support.

2. Counselling: Ancillary service or integrated program component?

- *Agency and CEC counsellors are primarily involved with employment counselling, yet only 3.9 per cent of agency counsellors and less than 10 per cent of CEC counsellors contact employers.*

The isolation of career and employment counselling from the mainstream of programs and services needs to be examined more fully. With respect to employment, training, and vocational development programs, career counselling appears to be practised as remedial or preparatory (but in this case with very little follow through). Thus clients frequently enter employment, training and vocational development programs without the overall career/life plan that results from good career counselling. This situation likely arises because career counselling is seen as an adjunct to existing programs rather than an integrated piece in career planning and training selection.

The focus for career and employment counselling service delivery appears to continue to be individual and one-to-one counselling. Insufficient use is made of group career and employment counselling. Counsellors identified the impediments which clients have to implementing successfully their career decisions as lack of self-confidence, low motivation, pessimism about their chances of success, and lack of support from others. The type of assistance they require involves at the least individual (or group) counselling, but also mentoring, coaching and intervention with third parties. In many cases there is a need for programs, innovative approaches and interventions that address these issues and assist clients to develop their own networks and their own resources outside counselling. According to their allocation of time, counsellors spend negligible time on any of these issues except, perhaps, through individual counselling. It might be much more effective if there were a strong interface between counselling and other human resource development programs. This would further support the preparatory nature of career counselling.

Finally, counselling in any setting has very little contact with employers, which is a further form of isolation.

Connecting career and employment counselling more to the mainstream is required and would demand a more integrated program/service model, additional systems, training and changes in the way practitioners perceive their roles and the ways in which they are able to have greatest impact.

3. Professionalism/training

The best trained counsellors are in the colleges/Cegeps/secondary schools. The least trained are in the community agencies. With the exception of the province of Québec, any person can call him/her self a career counsellor with absolutely no qualifications. It is to their credit that community and CEC counsellors want more training. The more highly trained counsellor populations indicated a relatively low demand for further professional development and training. The explanation for this is not clear.

It is evident that an appropriate program needs to be organized for all community counsellors. An incentive system will also need to be developed because reports from the field suggest that many community agencies do not have a training budget and counsellors must pay for their own training. To the extent that organizations feel responsible for having a highly trained staff, the training issue is tied to counsellor salary and overall budget. It may be that agencies will need to offer higher salaries as a way of attracting more

highly trained counsellors or they may need to invest training dollars to increase the qualifications of their current staff.

- *Few courses in career and employment counselling are given in university or college counselling programs. Only 40.6 per cent of school counsellors and 31.3 per cent of heads of guidance indicated that a university in their area provided training in career counselling.*

- *EIC provides extensive courses and both counsellors and managers ranked EIC the most preferred agency to be responsible for delivering training. All other groups chose post secondary institutions as the most preferred agency to deliver training.*

It is also suggested that increased attention to a professional development curriculum designed to keep existing professional counsellors current with the rapid changes in career development issues and realities is important. EIC has set a good example in the counsellor training program that it has organized and implemented for its own staff — but even here it would appear that it is not moving fast enough for the counsellors — and to meet the needs of clients. Counsellors indicated that the most appropriate organizations to organize and deliver training are post-secondary institutions followed by counsellor associations. It would appear that the delivery of career and employment counsellor training programs as a joint effort between the associations and the universities/colleges should be explored and might be expected to be received with widest receptivity.

Included in a training initiative may be a need to make arrangements for the registration or certification of career and employment counsellors. There is a strong demand for increased credentialling and recognition through the practitioner communities. There can also be expected to be an increased demand for proof of quality service from client groups. Both trends may provide a window of opportunity to advance the standards of the profession. However, any attempt to address professional standards should be accompanied by efforts to ensure that counsellors can obtain the training necessary to meet the standards. Professional standards, the content of training programs, and access to training must be addressed as collective, rather than separate issues.

4. Restructuring of career and employment counselling services

Almost all students can access some career counselling. It appears that it is quite difficult for adults to access career and employment counselling unless they are recipients of income support or are able to pay practitioners in private practice. This raises the issue of whether there are adequate services for adults who are considering entering the labour market but are not in receipt of income support. It also raises the question about marginal low skill workers who want to enter upon a career trajectory. (This is a phenomenon that typically takes place among blue collar workers about the age of 25 – after almost ten years of labour market experience.) Although they are ready for career planning, it may not be available to them except at very considerable cost.

With the exception of school counsellors, the average counsellor sees 4 or 5 clients in the working day. Considering the numbers presumably in need of counselling and the shrinking funds available for such services, there is a need to search for and promote additional means of serving clients, such as more emphasis on group counselling, and self-service in terms of career and labour market information. Certainly, many of the client obstacles reported in this survey are best addressed in a group context and some of the career planning client expectations may be addressed quite adequately in either a group or a self-service format. Increased use of new systems and programs to include mentoring, peer assistance, and other third party resources need to be built into regular career and employment counselling delivery methods. It is recommended that an organizational study be made of the "processing" of clients with a view to increasing the range and flexibility of service delivery.

There is a need to make the delivery system more understandable, clear and accessible. There are differences between services which concentrate on placement-related activities; those which concentrate on career education and exploration; and those which focus on resolving career crises and problems of a more personal nature with respect to working life. Not all jurisdictions can or need to offer all services nor do all counsellors need the same preparedness to be professional within the parameters of the service delivered. The parameters of service and the relationships between the services and the counsellor training required for that service, need to be much more explicit.

The concept of a "one-start" (rather than one-stop) service merits reflection. Clients need a starting point, or point of access, to be able to identify the resources in their communities, institutions, or work places which can meet their career/employment counselling needs in the most targeted and effective way possible. Clients who need to acquire job search skills and receive placement assistance do not require, and will not benefit from, an intensive career and employment counselling procedure; clients who need to explore career paths will be frustrated in a placement focused service. Moreover, clients need to learn to identify and deal with the obstacles that create barriers to pursuing their career paths. Counsellors also need to learn to appreciate the need for, and how to interact with, third parties as an advocate for the client and how to provide mentoring and coaching assistance to clients. Quality of service is, in part, the match between the expectations of the client and the service which is received.

- *According to the school counsellors and heads of guidance, students seek help with career decision-making equally as often as they do for personal problems. However, secondary school counsellors spend the majority of their time doing personal counselling and over 50 per cent of heads of guidance assign medium priority to career counselling.*

- *More than 66 per cent of agency respondents report having to turn away clients because of a mandate to serve people receiving income support.*

- *About 70 per cent of CEC counsellors and managers report having to turn away clients because of mandate restrictions.*

- *In most communities of fewer than 10,000, the local high school and the CEC office are the only places career/employment counselling can be found.*

Perhaps the most significant evaluative information is the fact that some 66 per cent of counsellors reported that some of their clients get career and employment counselling from another organization. This situation would prompt one to think that many clients feel that they are not getting sufficient assistance from one source.

A study to clarify the several jurisdictions, their components, and their minimum standards could form a foundation for important restructuring options. It is suggested that this could encourage the development of quality minimum standards in the several components of employment and career counselling. This could facilitate client access, counsellor preparedness, the development of appropriate standards and accountability for reasonable outcomes.

5. Evaluation of counselling

Counselling is not systematically evaluated – and usually not evaluated at all. This is due in part to the difficulties inherent in such evaluation. A problem has also arisen when attempts are made to evaluate counselling against inappropriate criteria because the desired results are economic outcomes whereas the legitimate outcomes of counselling, as presently organized, are "learning outcomes" that are the precursors to socio-economic outcomes. Precursors include, self-awareness, opportunity awareness, decision-making skills, and transition skills. These learning outcomes have been demonstrated to be significantly correlated with subsequent career satisfaction and success, thus they are the prerequisites of socio-economic outcomes of counselling. Appropriate instruments should be prepared and put into place to measure the achievement of the precursors, and experiments undertaken to clarify the exact relationship between the precursors and the ultimate achievement of economic goals.

- *Heads of guidance do not conduct performance appraisals on the counsellors in their department.*

- *College/CEGEP counsellors receive more supervisory discussions about administrative issues than client work. Under 10 per cent say they receive expert review and almost 60 per cent rely on self-assessment and client feedback. One quarter do not do any evaluation and one quarter have a client complete a form after counselling.*

- *Only 58 per cent of community agency counsellors report receiving a performance review from their supervisor, whereas a slightly greater percentage report receiving a performance review from their clients. Managers report giving more reviews than counsellors report receiving.*

- *Only a third of CEC counsellors receive any regular supervision of their work with clients although almost 75 per cent of the respondents report receiving a performance review once a year. One quarter do not evaluate their own counselling, and 45 per cent say they evaluate it with their clients.*

The role of the recipient of counselling, (i.e., the learner or client) in the evaluation of counselling also needs to be recognized. Attempts to evaluate counselling more systematically need to include client reports of the process and outcome of counselling, in addition to the counsellors' own evaluation of counselling effects, and appropriate forms need to be developed that clients can use to evaluate the impact that counselling had on their lives.

6. Equity

The composition of counsellors is predominantly white female, except for the secondary school system where the balance is close to equal female/male. This may result in bias and/or perceived bias against aboriginal, disabled and visible minority students. Although clients represent designated groups in significant percentages, the selection and training of counsellors has not reflected the special characteristics of these populations. Training in counselling of aboriginal peoples, women, people with disabilites, and in cross-cultural counselling is largely negligible and counsellors do not see this as being a problem. When hiring counsellors, employers should ensure an equity balance. The degree to which existing career/employment counselling services are seen by aboriginal, disabled and visible minority clients as relevant, representative of their concerns and accessible to them merits study and addressing.

7. The management of counselling

Counsellors could not, or would not, report the size of their active caseload or of their waiting lists. This suggests that caseloads are not a management concept or tool for many educational institutions and social agencies, and that appropriate information is not kept. Follow-up with clients who have received services is not practised or not practised sufficiently to provide evaluative data. It makes it very difficult to justify a certain level of staffing without this type of management information.

Counsellors indicate that they seldom review their programs or services for the purpose of making substantial changes. When they do, they do not involve the clients in the review, and as stated earlier they do not regularly analyze client outcomes. Also when they do, it appears to be more individual initiative on the part of counsellors rather than organizational and program leadership. Given the pervasiveness of the non-evaluation finding, it is possible that counsellors are placing themselves in a very vulnerable position by not having evaluation data. When it comes time to argue for budget, or defend oneself against accusations of "not contributing" counsellors have no data to support their contention that they are making a positive impact on the lives of their clients. The low priority set on evaluation of counselling is worrisome.

A counselling service is in danger of being eroded quickly by the lack of organizational astuteness of the managers. If they avoid waiting lists, cannot describe their caseloads, do not educate their superiors of the value of the job they are doing so that the "chief executive officer" understands what counselling is all about, then what seems to be a reasonably good service, could turn into a non-existent service when the budget crunch gets tighter.

8. Counselling resources

- *Almost one third of schools and almost two thirds of community agencies appear to lack career resource centres and almost one quarter of all counsellors are lacking sufficient career counselling materials.*

- *The greatest need for materials seems to be in the areas of working with designated groups and labour market information.*

- *The two most sought after resources which counsellors in all sectors were unable to find are: a catalogue of employment programs at the federal, provincial, and municipal levels, and a manual on career and employment counselling and on other programs such as life skills.*

Counsellors have seen the number of counsellors and the amount of counselling materials decline in recent years, and expect further cutbacks. However, many counsellors believe the system cannot be cut further without having a serious impact on quality of service, and counsellors already feel burnt out associated with the current cuts. Many counsellors are short of basic counselling materials. There is a need to make sure that all recognized points of counselling delivery have an adequate supply of essential materials and that these materials are accurate and current. In some cases, it may be necessary to prepare new materials. EIC (HRD) has a strong track record of producing and distributing quality career counselling resources and it may be important for them to reactivate this role.

9. Who needs counselling?

The issue of who needs career and employment counselling was not addressed in this study. It is apparent that many people are asking for the service but being turned away. Over 70% of counsellors in social agencies and CECs reported that they had to deny counselling to people because they were ineligible according to the mandate of the office. In order to get a true reading on the number actually needing career and employment counselling it will be necessary to conduct a national survey of potential clients — something like a national poll.

Next steps

The CLFDB has put together an action plan to address some of the concerns in this report and will be working with federal and provincial governments, agencies, educational insttitutions and professional associations of counsellors to make improvements wherever possible in the quality and accessibility of career and employment counselling in Canada.

Introduction

Almost every report relating to the importance of human resource development as a part of economic development calls for improvements in career and employment counselling for young people so that they may make the wisest decisions concerning their work futures, and plan to prepare accordingly. Similarly, there are calls for the improvement of career and employment counselling for those who are already in the labour force, but need to reposition their career "trajectories" in keeping with major economic and business developments that loom on the horizon.

For example, the 1990 report of the Canadian Labour Market and Productivity Centre called for the provision of "more, and more specialized, counselling services" and saw these services as being "critically important for the reform of labour market programs in Canada" (p. 97). Typically, reports such as this suggest future directions, but stop short of making specific recommendations because there is no data base on which to build a rationale for specific recommendations.

With large scale changes in the labour market and the changing face of Canada's demographic composition, it is becoming increasingly obvious that flexibility and adaptability will be the benchmarks of a successful career path. Transition will be an increasingly familiar state for Canadians, as people are called upon more and more frequently to move from one education, training, or employment context to another. Many people lack the knowledge and skills needed to make smooth transitions of the sort that will be needed. Adults report that if they had it to do over again, they would seek more career counselling in planning their careers (Brown and Minor, 1989) and, in doing so, would acquire the requisite skills. Career and employment counselling will increasingly be needed by adults many times in their lives as more and more workers ("portfolio people") work on contract or in other ways make frequent transitions in and out of jobs, as the needs of employers and the state of the economy fluctuate. Career and employment counselling will be ever-increasing components of the transition process and have the potential to bring coherence and a sense of purpose to transition.

Counsellors, and others connected with career and employment counselling, have felt flattered by the statements recognizing the importance of counselling, but frustrated that such recognition has not resulted in support for change and improvement in counselling programs and services. Perhaps one of the reasons for the lack of action is that in spite of its pivotal role in facilitating economic development, relatively little is know about the nature of career and employment counselling service delivery in Canada and there is no definitive data base on which to draw that describes the current state of affairs pertaining to the delivery of career counselling services. It was to address the need for such a data base that the current project was undertaken.

In attempting to assess the potential of career and employment counselling services for playing a full role in the needed human resource development in Canada, the Canadian Labour Force Development Board (CLFDB) found itself constrained by the lack of any knowledge base of the current state of career and employment counselling in Canada. As a result the CLFDB contracted the Canadian Guidance and Counselling Foundation (CGCF) to undertake a large scale survey of career and employment counselling being delivered in: educational institutions, community agencies, and Canada Employment Centres. Questionnaires were delivered to front line counsellors, heads of counselling services, and counselling program administrators or consultants from central agencies. This report presents the results of the survey and describes some of the prominent themes resulting from the data. As such, the report presents a comprehensive picture of career and employment counselling in Canada.

The report is organized in a manner that facilitates the comparison of observations across sectors and also permits a detailed look at the "state of the art" within each sector. First, there is a comparative look at the agencies, the clients they serve, and the counsellors working therein. Next, there is a detailed look at each sector, comparing the responses of counsellors and managers/department heads where appropriate, and ending with a summary which provides a definitive picture of counselling in that particular sector. Then, a comparative look at the program administrator/consultant responses is presented. A summary of the emerging themes and policy issues is presented next. Finally, the methodology for the survey is described for those interested in the more technical aspects of the project.

This data base and the description of the emerging themes and policy issues now provide the information required for policy-makers to formulate concrete policies, programs, organizational arrangements, support services, and evaluation procedures, necessary to ensure that career and employment counselling serves Canada's economic development.

Chapter 1

A Comparison of Counsellor Responses Across Sectors

A total of 1133 counsellor questionnaires were returned. Of these, 224 were counsellors in educational settings, 194 were counsellors in community agencies, and 715 were counsellors in Canada Employment Centres (CECs). Of the total returns, 1109 questionnaires were returned in time for inclusion in this analysis. The breakdown of returns used in this analysis is as follows: 220 educational counsellors, 180 community agencies counsellors and 709 Canada Employment Centre counsellors. Within the education counsellors group, 138 questionnaires were completed by secondary school counsellors and 31 were completed by college or Cegep counsellors. The remaining education-based counsellor responses come from elementary school counsellors, co-ordinators, psychologists, directors, or registrars who filled out the counsellor form of the questionnaire. Responses from counsellors in the four sectors (secondary schools, colleges/Cegeps, community agencies, and CECs) are compared below. **Unless otherwise indicated, all numbers represent the percentage of respondents indicating a particular response alternative.**

A. Community Size

Table 1.1

Community size	Secondary Schools	College/ Cegep	Community Agencies	CEC
Under 10,000	16.7	3.2	4.4	17.5
10,000 - 49,999	26.8	32.3	18.3	35.4
50,000 - 99,999	17.4	16.1	13.9	16.6
100,000 +	37.0	45.2	58.3	28.6
Abstentions	2.1	3.2	5.1	1.9

As could be expected, there were few replies from college counsellors in small communities, because colleges tend to be located in larger centres. It would appear that in most communities of fewer than 10,000 people, the local high school and the CEC are the only places where career or employment counselling can be obtained.

B. Geographic Location

Table 1.2

Location	Secondary Schools	College/ Cegep	Community Agencies	CEC
The Territories	1.4	3.2	0.0	0.4
British Columbia and Alberta	13.0	22.6	19.4	19.3
Saskatchewan and Manitoba	19.6	19.4	21.7	8.0
Ontario	40.6	3.2	20.0	29.3
Quebec	7.2	16.1	17.8	27.1
Atlantic	18.1	35.5	21.1	15.2
Abstentions	0.4	0	0	0.7

Overall, the responses are appropriately distributed, although Québec is under-represented in school counsellors and Saskatchewan/Manitoba are under-represented in CEC counsellors.

C. Agency Characteristics

Counsellors were asked to describe the agencies in which they worked with regard to several variables.

i. Policy

Respondents were asked if their organization had a policy about counselling, or a description of how it fits into their organization's mission.

Table 1.3

Do you have a policy about counselling?	Secondary Schools	College/ Cegep	Community Agencies	CEC
Yes	69.6	54.8	69.4	80.4
No	18.1	32.3	13.9	5.2
Don't know	10.9	9.7	13.9	12.3
Abstentions	1.4	3.2	2.8	2.1

It is surprising to see so many cases, especially at the post-secondary level, where there is no policy outlining the contribution that counselling can make to the organization's mission. In times of fiscal restraint, not being able to articulate clearly how counselling enhances an organization and advances its mission may leave counselling services vulnerable. It may also suggest that counsellors in post-secondary institutions see their work as autonomous from the mission of the institution. This view may be a typical characteristic of programs and services in post-secondary education.

ii. Characteristics of central agencies

Counsellors were asked about the roles played by central agencies (school boards, provincial ministries, EIC regional offices, etc.) in providing support to them.

Table 1.4

There is an office that:	Secondary Schools	College/ Cegep	Community Agencies	CEC*
sets policies	47.8	41.9	48.9	
provides continuing education	48.6	32.3	31.7	
develops methods	24.6	16.1	15.6	
develops assessment instruments	21.0	25.8	31.7	
provides material resources	67.4	48.4	48.9	

* Not asked in this questionnaire because it was known that EIC has such an office

Most counsellors report that there is no central office or coordinating organization that sets policy, or exercises leadership by providing continuing education, developing counselling methods, or assessment procedures. School counsellors reported that material resources were available from a central office, but post-secondary and community agency counsellors had less support. Leadership, or the lack of it, appears to be a serious problem for counselling in educational and community settings.

iii. Number of counsellors in office

"How many people in your office do career/employment counselling?"

Table 1.5

	Secondary Schools	College/ Cegep	Community Agencies	CEC*
Mean	3.4	4.2	4.4	
Abstentions	2.2%	9.7%	2.2%	

* Not asked in this questionnaire

Most career counselling described in this report takes place in moderately small settings employing three to four counsellors, one of which is usually the manager or department head (see Chapters 2 to 5 for details). Counsellors from CECs were not asked this question but were asked to indicate whether or not they were generalists or specialists. A majority (74.3%) indicated they were generalists and 22.4% indicated they were specialists.

Responses to a separate questionnaire that was sent to administrative coordinators in central agencies (Chapter 6) indicated that the average number of counsellors per point of delivery was 0.4 per school and 1.5 per community agency. Consultants from EIC indicated that the average number of generalists was 1.3 and the average number of specialists was 0.5 per point of delivery (see Chapter 6). It is apparent, therefore, that the respondents from schools and community agencies reported in this text represent the larger institutions or points of delivery. It is important to keep this in mind in interpreting the findings.

iv. Mandate

Respondents were asked to what extent certain areas of counselling were a part of their mandate. For each problem area the respondent checked off whether it was: not a part of the mandate, a minor part of the mandate, a regular but not the main part of the mandate, or the main part of the mandate. The "mean score" was calculated by assigning the values of 1 through 4 to the problem areas rated "not a part of the mandate" through "main part of the mandate" respectively, and calculating the weighted average for all respondents to each item. The mean scores are presented in the following table. These scores can be used to rank order the extent to which each problem area is within the mandate of providers. The highest possible mean score is four (which requires that all respondents indicated that the problem area was the main part of their mandate).

Table 1.6

	Secondary Schools	Colleges/ Cegep	Community Agencies	CEC
Personal counselling	3.5	3.4	2.8	2.2
Staff counselling	1.7	1.7	2.1	1.1
Family counselling	1.8	1.5	1.4	1.1
Career decision-making	3.5	3.7	3.6	3.8
Job search	2.4	2.4	3.7	3.8
Job placement	1.5	1.4	3.2	3.4
Job maintenance	1.3	1.5	3.1	3.6
Skills enhancement	2.2	2.5	3.2	3.9
Education/training selection	3.2	3.2	3.4	3.7
Education/training adjustment	2.3	2.8	3.0	3.5
Rehabilitation	1.3	1.8	2.1	1.8
Crisis (except job loss)	2.8	2.5	2.0	1.3
Reaction to job loss	1.1	1.7	2.5	3.1
Acceptance of disability & active rehabilitation	1.4	1.9	1.9	1.8
Equity concerns	1.8	1.9	2.2	3.1

Almost all school and college counsellors have both personal and career counselling as a regular or main part of their mandate. Job search has a relatively low priority, as do rehabilitation services and equity concerns. Only 14.5% of secondary school counsellors and 16.1% of college/Cegep counsellors reported that equity concerns were high on their mandate priorities.

In contrast, the three top priority mandated areas of community counselling agencies are job search, career decision-making, and education/training selection. It is worth pointing out that the area of personal counselling ranked number 8 for community agency counsellors.

As expected, employment related issues are a very important part of the mandate of CEC counsellors and the active components of career development (career decision-making, job search, job maintenance, skills enhancement) are ranked high. Equity concerns are also an important part of the mandate for CEC counsellors.

v. Extent to which clients are turned away because of mandate

Respondents were asked if they have to turn people away whom they could help but are not eligible because of their mandate or funding arrangements.

Table 1.7

Do you turn people away because of mandate?	Secondary Schools	College/ Cegep	Community Agencies	CEC
Yes	21.0	45.2	73.9	72.4
No	76.1	48.4	26.1	26.1
Abstentions	2.9	6.4	0.0	1.6

It appears that career and employment counselling is not universally available to Canadians, at least through these sources. A large majority of community agency and CEC counsellors do turn applicants for counselling away because their mandate is to give priority to social assistance and unemployment insurance recipients. Thus it appears that there are people looking for career or employment counselling but having difficulty obtaining this service.

vi. Extent to which clients receive counselling elsewhere

Counsellors were asked if their clients also get career and employment counselling elsewhere, and a majority of college/Cegep, community agency and CEC counsellors indicated that they did. A majority of counsellors whose clients did receive this other counselling did not see it to be a problem.

Table 1.8

Clients get career and employment counselling elsewhere?	Secondary Schools	College/ Cegep	Community Agencies	CEC
Yes	47.8	54.8	81.7	78.1
No	26.1	19.4	10.0	15.4
Don't know	23.9	25.8	7.8	5.5
Abstentions	2.2	0	0.5	1.0
This presents a problem?				
Yes	3.2	3.2	8.3	14.1
No	96.8	45.2	68.9	56.7
Abstentions	0.0	51.6	22.8	29.2

Presumably, counsellors are pleased that some clients can get such assistance from other agencies. On the other hand, it raises a question about the costs of the apparent duplication of services. The data may also suggest that clients are looking for more counselling than they receive from one source.

A breakdown of responses to this question based on community size indicated that the clients of counsellors in small communities do not also receive counselling from other sources.

Table 1.9

Breakdown of community size of respondents who indicated their clients get counselling elsewhere	Secondary Schools	College/ Cegeps	Community Agencies	CECs
Less than 10,000	10.0	5.6	5.4	15.7
10,000 - 49,999	28.6	33.3	19.7	33.6
50,000 - 100,000	20.0	11.1	12.9	17.0
Over 100,000	41.4	50.0	57.1	32.3

These data provide further evidence that counselling services are not readily available in small communities.

vii. Trends in staff and resource budgets

In response to questions about the trends in budget and resources, counsellors provided the following information:

Table 1.10

Budget	Secondary Schools	College/ Cegep	Community Agencies	CEC
In the past 2 years, resources for materials have:				
increased	3.6	12.9	14.4	3.5
decreased	45.7	41.9	26.1	40.9
same	44.9	32.3	48.3	42.6
abstentions	5.8	12.9	11.2	13.0
In the past 2 years, resources for staff have:				
increased	10.1	25.8	26.1	14.0
decreased	38.4	22.6	22.2	47.0
same	48.6	41.9	41.7	33.4
abstentions	2.9	9.7	10.0	5.6
In the next 2 years, resources for staff will:				
increase	6.5	12.9	20.0	12.3
decrease	55.1	38.7	27.2	46.8
same	35.5	35.5	38.3	34.1
abstentions	2.9	12.9	14.5	6.8

With the exception of community agencies, over 40% of counsellors in the other three sectors reported a decrease in materials used in counselling over the past two years. CECs suffered the most drastic reduction in staff over the same period and expect the reductions to continue. Secondary schools also experienced substantial reductions in staff and particularly expect more widespread declines in the next two years.

viii. Conferences

Conferences are a frequent source for continuing education and professional development. Therefore, counsellors were asked if they were able to attend conferences, and if so, the frequency of their attendance and the extent to which their expenses were paid. The results are presented in Table 1.11.

Table 1.11

Do you attend conferences?	Secondary Schools	College/ Cegep	Community Agencies	CEC
Yes	88.4	87.1	72.2	21.9
No	7.2	3.2	26.7	74.2
No response	4.4	9.7	1.1	3.9
Abstentions	0	0	0	0
How often do you attend?				
At least 1 per yr	60.1	67.7	48.9	11.0
At least 1 every 2 yr	20.3	19.4	15.0	4.7
At least 1 every 3 yr	9.4	3.2	8.9	4.7
Abstentions	10.2	9.7	27.2	79.6
Extent to which conference expenses were paid				
All	13.0	41.9	46.7	13.8
Some	68.8	45.2	31.7	8.3
None	13.0	6.5	11.1	25.4
Abstentions	5.2	6.4	10.5	52.5

Both school and college/Cegep counsellors do appear to be able to get to conferences. However, most school counsellors need to pay at least part of their expenses, while college/Cegep and community agency counsellors are far more likely to get all of their expenses paid. On the other hand, CEC counsellors do not seem to be able to get to conferences, and when they are able to attend, most need to pay all of their expenses themselves. This situation is likely an impediment to ongoing professional development for CEC counsellors.

ix. Career resources

Counsellors were asked if their school or agency had a career resource centre or area.

Table 1.12

Do you have a career resource area?	Secondary Schools	College/ Cegep	Community Agencies	CEC*
Yes	69.6	83.9	38.9	

* Not asked in this questionnaire

The majority of colleges/Cegeps have a career resource area, but almost one-third of schools and almost two-thirds of community agencies appear to lack such an area.

Counsellors were asked about the availability and usage of career and employment counselling materials. For each area the respondent checked off whether it was used: weekly, monthly, less often, I don't need it, and I don't know it. The mean score was calculated for the areas rated weekly through "I don't need it". The higher the mean score, the more frequently used. The results are presented in the following table. The "I don't know it" column is presented as an indication of the relative awareness of the materials among counsellors. The figures in the right hand section of the table are the percentages of counsellors' so responding.

Table 1.13

In counselling I use the following:	**Mean Scores**				**Percentage indicating "I Don't Know It"**			
	Sec. Schools	Coll./ Cegep	Comm. Agencies	CEC	Sec. Schools	Coll./ Cegep	Comm. Agencies	CEC
Canadian Classification and Dictionary of Occupations (CCDO)	2.3	2.5	3.1[1]	3.7[1]	4.3	0.0	5.0	0.0
CHOICES or other computer-assisted guidance system	3.4[1,5]	2.6	2.3	2.7	1.4	3.2	17.2	12.4
Ability or aptitude tests	2.4	2.4	2.5	2.7	0.7	0.0	11.7	8.0
Interest tests	2.7	3.1[3]	2.7	2.8	0.0	0.0	9.4	7.1

In counselling I use the following:	Mean Scores				Percentage indicating "I Don't Know It"			
	Sec. Schools	Coll./ Cegep	Comm. Agencies	CEC	Sec. Schools	Coll./ Cegep	Comm. Agencies	CEC
Personality tests	1.9	2.3	2.2	2.0	3.6	3.2	19.4[3]	36.2[2]
CEC job vacancy lists	1.6	1.7	2.8[3]	3.4[2.5]	15.8[3]	3.2	11.7	1.1
Directory of employers of college and university graduates	2.2	2.4	2.3	3.0	24.5[2]	9.2	17.8	13.8
Occupational entry requirements for immigrants	1.3	1.5	2.1	2.0	32.4[1]	25.8[1]	26.1[1]	24.5
Forecasts of labour markets, occupation by occupation	2.3	2.6	2.1	3.4[2.5]	12.3	6.5	5.0	2.4
Index of college and university programs in Canada	3.4[1.5]	3.2[1.5]	2.7	3.1	2.9	0.0	10.0	3.0
Short factual monographs on individual occupations	3.1[3]	3.2[1.5]	3.0[2]	3.3	0.0	6.5	3.9	6.9
Occupational videotapes	2.6	2.3	2.3	2.1	5.8	3.2	18.3	35.0[3]
Job search videotapes	2.2	2.0	2.6	2.3	7.9	3.2	11.7	17.5
Monographs describing occupational families	2.7	2.7	2.3	2.6	12.2	16.1[2]	15.6	31.9
Adapted testing for people with special needs	1.7	2.0	2.1	2.1	20.1	9.7[3]	21.7[2]	46.5[1]

Superordinate numbers indicate the ranking of items used

The three most frequently used items by school counsellors were: CHOICES or other computer-assisted guidance systems, the index of college and university programs; and short factual monographs on individual occupations. The three most frequently used items by college/Cegep counsellors were: interest tests; the index of college and university programs; and short factual monographs on individual occupations. The three most frequently used items by community agency counsellors were: the CCDO, followed by short factual monographs on individual occupations, and job vacancy lists. CEC counsellors most frequently used: the CCDO; short factual monographs on individual occupations, and the index to college and university programs. Generally, counsellors least used adapted testing, occupational entry requirements for immigrants, and labour market forecasts.

In indicating counselling tools with which they were not familiar, school counsellors were particularly unaware of occupational entry requirements for immigrants, employers of college and university graduates, and adapted testing for people with special needs. College counsellors were particularly unaware of the directory of employers of graduates of college and university programs (this may be found in college placement offices more than counselling offices), monographs describing occupational families, and adapted testing for people with special needs. Agency counsellors lack knowledge of occupational entry requirements for immigrants adapted testing for special needs clients, and personality tests. Almost one-half of CEC counsellors say that they are unaware of adaptive testing for people with special needs, a number are unaware of occupational videotapes, and occupational entry requirements for immigrants. The common areas in the above data suggest that counsellors are able to obtain and do use resource materials particularly appropriate for mainstream clients. However, resource materials intended for clients with special needs and immigrant clients are not widely used.

In addition to the needs defined in the tables above, counsellors have sought (but not found) other materials.

Table 1.14

Materials sought but not found	Secondary Schools	College/ Cegep	Community Agencies	CEC
Professional journals	13.0	9.7	24.4	34.9
Manual on career/employment counselling	29.0	19.4	34.4	27.6
Catalogue of employment programs at the municipal, provincial or federal level	47.1	22.6	43.3	38.9
Program materials - such as Life Skills manuals	26.8	16.1	26.1	33.5
Legislation and regulations on human rights, harassment, workplace safety, employment standards, welfare, unemployment insurance, etc.	25.4	16.1	18.9	13.3

The most sought after and not found item was a catalogue of employment programs, the next most required were manuals of career and employment counselling, and program materials such as Life Skills manuals.

It is difficult to do career counselling without adequate career information. Very concrete evidence of the need for career counselling materials is found in the following table which indicates that the greatest non-available materials relate to persons with disabilities, and other special populations, and that almost one-quarter of all counsellors are lacking sufficient career counselling materials. The following table indicates the percentages of counsellors needing various career counselling materials.

Table 1.15

Resources	Need and don't have				Have but need more			
	Sec. Schools	Coll./ Cegeps	Comm. Agencies	CEC	Sec. Schools	Coll./ Cegeps	Comm. Agencies	CEC
Occupational descriptions	2.2	6.5	6.1	2.0	33.2[1]	12.9	22.8	13.4
Specific training requirements for various occupations	7.2	9.7	9.4	7.9	29.7[2,5]	6.5	25.6[3]	16.5
Educational requirements for occupations	1.4	6.5	5.0	5.1	21.0	3.2	20.6	11.6

Resources	Need and don't have				Have but need more			
	Sec. Schools	Coll./ Cegeps	Comm. Agencies	CEC	Sec. Schools	Coll./ Cegeps	Comm. Agencies	CEC
Job search techniques	7.9	3.2	5.0	2.8	26.8	12.9	10.0	8.2
Resume writing	2.2	3.2	2.8	2.5	16.7	9.7	9.1	6.1
Apprentice-ship	10.1	9.7	13.9	13.0	21.7	12.9	18.3	12.7
Desirable personal qualities for various occu-pations	15.8[3]	22.6[2 5]	20.6[3]	23.7[3]	23.1	6.5	20.0	16.1
Study programs for various occupations	12.2	9.7	18.9	19.7	19.5	9.7	21.1	18.8
Earnings of various occupations	12.9	9.7	15.6	10.9	29.7[2 5]	19.4[1]	28.9[1]	26.0[1]
Physical activity requirements for occupations	10.8	9.7	15.6	8.7	17.3	12.9	20.6	11.6
Work environment conditions of occupations	10.1	9.7	16.7	8.9	20.3	12.9	20.0	15.1
Research specific to the client groups that you serve	25.2[2]	22.6[2 5]	26.1[2]	27.6[2]	23.2	12.9	28.3[2]	21.6[2]
Work capabilities of disabled persons	33.1[1]	32.3[1]	30.6[1]	43.6[1]	18.8	12.9	16.1	21.4[3]
Total of the percentages	151.1	155.1	186.3	176.4	301.0	145.3	261.4	199.1

Superordinate numbers indicate the top 3 rankings

A substantial number of counsellors do not have the materials they need. The greatest need appears to be in the area of working with some designated groups (work capabilities of disabled persons, research specific to special clients) and of labour market information (earnings, training required by various occupations, physical requirements for occupations, work environment, etc.). Overall, as the last row of the above table indicates, community agencies, more than the others, need and don't have many career materials. This need may be one reason why almost two-thirds of these organizations do not have a career resource centre. Secondary schools and community agencies, more than the other sectors, have but need more of the career materials. This situation may be a further reason for the relatively fewer career information areas in these points of delivery.

Many of these materials have historically been developed by Employment and Immigration Canada, but the volume of such productions has declined and some of the existing productions are becoming dated – with the exception of the new career tabloids which EIC has designed and promoted in collaboration with some provinces.

Relationship with CEC

All counsellors (except CEC counsellors) were asked about their relations with the local CEC.

Table 1.16

Do you have a direct working relationship with a CEC?	Secondary School	College/ Cegep	Community Agencies
Yes	38.4	54.8	80.0
No	60.1	45.2	18.3
Don't know	*	0.0	0.6
Abstentions	1.5	0.0	1.1
Would it help to have a closer working relationship?			
Yes	66.7	41.9	63.3
No	6.5	19.4	13.3
I don't know	21.0	35.5	10.6
Abstentions	5.8	3.2	12.8
Do you regularly receive information from the CEC?			
Yes	36.2	51.6	54.4
No	55.1	45.2	42.8
I don't know	5.1	3.2	*
Abstentions	3.6	0.0	2.8

* Not asked in this questionnaire

Slightly more than one-third of school counsellors regularly receive information from, and have a direct working relationship with, the local CEC and 66.7% think that it would help to be closer. Respondents volunteered that a closer link with the CEC would enable the students to benefit from the added information that the CEC could provide and that the school's counselling staff would benefit from networking with EIC.

Over half (51.6%) of college/Cegep counsellors said that they regularly receive information from the local CEC, and 54.8% said that they have a direct working relationship, while 41.9% think that it would be helpful if they had a closer relationship. Respondents volunteered that a closer link with the CEC would enable them to access networks of counsellors, and it would help their clients by providing them with access to more information.

Considering that the prime priority of community agencies is employment counselling, it is reassuring to note that about 80% of counsellors now have a working relationship with a CEC. However, it is important to note that over 60% would like a closer relationship. It is also noted that they receive information from CEC only slightly more than the colleges/Cegeps.

x. Evaluation

Counsellors were asked the point at which counselling is evaluated. The results are shown in the table below.

Table 1.17

Point at which counselling is evaluated	Secondary Schools	College/ Cegep	Community Agencies	CEC
With client in counselling interview	35.5	35.5	45.0	44.6
Form completed by client at end of interview	3.6	25.8	18.9	3.4
6 months follow up	6.5	6.5	21.7	15.2
12 months follow up	8.0	6.5	9.4	6.3
Don't evaluate counselling	40.6	25.8	30.0	26.5
Counsellor completes form at end of counselling	9.4	6.5	7.8	6.1

Most counsellors either do not evaluate counselling or do it as a part of the counselling interview itself, presumably by asking the clients if their needs were met, or by inferring from the client's words or manner that the client was satisfied. Evaluation seems to be more important to community agency and CEC counsellors, but the primary evaluation mode does not incorporate any evaluation form*. The lack of use of evaluation forms may reflect a lack of appropriate measurement instruments, or it may reflect an attitude that evaluation is not important. The lack of follow up may reflect a lack of resources for this purpose although it is difficult to understand how lasting client change can be assessed without adequate follow up procedures.

It is worrisome that so little evaluation is made of counselling by counsellors in all settings. The lack of an evaluation system needs to be addressed to ensure that clients are getting the counselling they need, and to ensure that counsellors can demonstrate the value of what they are doing.

Counsellors were asked, "Approximately, what percentage of your funders or superiors feel that counselling meets their program goals or expectations? ____%"

* EIC advised the authors that evaluation forms have been designed and will soon be put into use.

The responses have been tabulated below.

Table 1.18

Percentage of superiors with expectations met	Percentage of counsellors reporting Secondary Schools	College/ Cegep	Community Agencies	CECs
0	12.3	12.9	0.0	0.0
1 - 9	0.0	0.0	0.0	0.0
10 - 19	1.4	0.0	1.2	0.7
20 - 29	0.0	3.2	0.6	1.4
30 - 39	1.4	0.0	1.7	1.5
40 - 49	1.4	0.0	0.0	1.8
50 - 59	4.3	3.2	1.1	7.1
60 - 69	7.2	0.0	3.3	13.3
70 - 79	7.9	3.2	11.1	27.8
80 - 89	11.6	9.7	8.9	19.3
90 - 99	14.4	9.7	13.9	8.0
100	10.1	16.1	23.9	0.4
Mean	63.9	63.9	84.1	72.3
Abstentions	27.5	41.9	33.3	40.2

The abstentions are worthy of note, as they range from a low of 18.3 for CEC counsellors to a high of 41.9 for college/Cegep counsellors. These figures may be taken as a measure of the unease that counsellors feel about the contribution that they are perceived to be making to the goals of the organization. On the other hand, it may just be a lack of communication between the senior levels and the frontline counsellors. In any case, if superiors feel that counselling is not meeting their expectations, counselling programs are not likely to receive the support and advocacy from senior administration that they will need in order to survive in difficult times.

Generally, counsellors in education settings believe that a relatively small percentage of their superiors/funders react positively to counselling services, while the situation is a little better for counsellors in community/employment settings.

With no adequate evaluation process in place, counsellors are very conscious of being judged by subjective means. For example, slightly over 12% of both school and college/Cegep counsellors indicated that they felt that their counselling was not meeting any of their funder's or superior's goals!

xi. Counsellors' opinion of services

How do counsellors feel about the counselling that they offer? Their answers to this question are depicted in the following table.

Table 1.19

In counsellors' opinion, counselling they offer is:	Secondary Schools	College/ Cegep	Community Agencies	CEC
inadequate	8.0	0.0	2.2	2.3
not as good as it could be	38.4	16.1	17.2	22.6
OK	18.1	22.6	16.7	20.9
very good	27.5	41.9	42.8	40.9
excellent	5.1	9.7	16.7	9.3
abstentions	2.9	9.7	4.4	4.0
In comparison with others, they are:				
not quite as good	21.0	3.2	6.1	7.6
just as good	50.7	51.6	42.2	37.2
better	17.4	32.3	45.6	44.6
abstentions	10.9	12.9	6.1	10.6

School counsellors were more negative about the service they offered than were counsellors in other sectors. The number of school counsellors who thought their service was very good was only about two-thirds as many counsellors as in other sectors. Further, more than twice as many school counsellors thought their service was inadequate or not as good as it could be, suggesting that they believed their counselling could be considerably improved. On the other hand, when asked to compare their service with others, they believe that it was just as good.

The low opinion that school counsellors have about their services (compared to counsellors in other organizations) does not appear to relate to general preparation for counselling, for school counsellors as a group had better academic preparation than counsellors in other settings. The poor self-assessment of their service may relate to the number of clients seen per day, the amount of stress and frustration felt, and the substantial amount of time devoted to clerical tasks (see the next section). It may also relate to the popularity among the general public of "blaming" school counsellors for what they are said to be doing or not doing. This apparent "low morale" of school counsellors should be addressed in any attempts to promote counselling and guidance in the schools.

Respondents were asked how the quality of their service has fared over the past two years.

Table 1.20

In the past 2 years, our services have become:	Secondary Schools	College/ Cegep	Community Agencies	CEC
better	50.0	54.8	57.2	52.8
worse	11.6	6.5	6.7	11.8
remained the same	29.7	32.3	27.8	27.6
abstentions	8.7	6.4	8.3	7.8

When asked to elaborate, counsellors from all sectors generally attributed any improvements to new initiatives and increased skill of the counsellors.

xii. The tasks of counsellors

Counsellors were provided with a list of tasks that many counsellors are thought to perform. They were asked to indicate those that they did, and then the five most time consuming tasks. The following table indicates the percentages of counsellors who found each task to be one of the five most time consuming.

Table 1.21

TASKS	Secondary Schools	Colleges/ Cegep	Community Agencies	CEC
Case Management				
Administer the program	14.5	9.7	12.2	21.0
Recruit clients	1.5	6.5	7.8	1.3
Arrange training or job search services	.7	-	7.8	10.8
Determine with the client the service required	4.3	12.9	13.4	15.3
Administration				
Prepare notes on interview or client	8.7	16.1	21.1	37.7
Clerical tasks	25.6	9.7	4.0	15.6
Select and approve clients for specific program	4.3	9.7	10.6	15.4
Document program candidates	2.2	-	2.2	15.6
Recommend or OK program expenditures	2.2	-	4.4	7.9
Counselling				
Personal	61.6	64.5	20.6	7.5
Teach assertiveness, stress management, etc.	9.4	16.1	13.9	1.6
Educational	25.4	32.3	9.3	-
Career and employment				
Assist client develop a career action plan	32.6	58.1	45.0	53.2
Train in decision skills	6.5	6.5	2.8	17.4
Counsel for skills enhancement	.7	29.0	5.6	28.9
Train in job search	.7	3.2	27.2	19.8
Counsel for job maintenance	-	3.2	5.0	3.6
Interpret tests	0.7	38.7	8.3	8.8
Determine client's needs and/or objectives	0.7	25.8	23.2	26.7
Conduct registration or intake interview	6.5	12.9	9.5	4.1
Interpret services to client	5.8	6.5	2.8	4.3
Provide client with information for career choice	0 .7	-	13.9	19.0

TASKS	Secondary Schools	Colleges/ Cegep	Community Agencies	CEC
Mentoring				
Coach	6.5	-	3.9	1.0
Teach or train	.7	-	2.2	1.8
Help client to follow through on decision*	-	9.7	2.2	5.8
Help client develop job search skills	.7	-	6.1	6.1
* Wording for this task on EIC questionnaire was: "Help client follow through on action plan"				
Working with 3rd Parties				-
Liaise with relatives	-	-	0.6	0.3
Networking with other agencies	2.2	-	4.4	8.1
Employers	1.5	-	10.0	4.3
Consumer groups	-	12.9	0.6	0.4
Consult with other specialists	-	-	2.3	1.0
Refer client to a job vacancy	-	3.2	6.1	0.7
Act as a consultant to others	-	-	2.2	1.4
Counsel family of client	.7	-	-	0.4
Interview employers to obtain job information	-	6.5	3.3	1.0
Liaise with agencies in the community	--	6.5	8.4	5.2
Liaise with other career counselling agencies	-	-	2.2	0.5
Refer clients to other sources for help	1.5	-	3.9	1.3
Make representations on behalf of clients	-	-	2.2	-
Document programs and services needed by clients but not available	-	-	1.7	0.4
Arrange for, or assist with, support services	-	6.5	2.3	0.7

As has been reported, school and college/Cegep counsellors are given a wide-ranging mandate covering personal counselling, career decision making, education/training selection, crisis, education/training adjustment, job search, etc. Their most time-consuming tasks are in counselling, with personal counselling being a major time consumer. Assisting students develop a career action plan appears to consume about half as much time as personal counselling, closely followed by educational counselling and clerical tasks. Over 25% of school counsellors report that one of their five most time consuming tasks is clerical which suggests a great misuse of trained school counsellors at a time when students need good guidance and counselling resources are declining. It is important to note that mentoring and working with third parties are largely not allocated significant time, especially by school and college/Cegep counsellors.

Various forms of career, educational and personal counselling are major time consumers for college/Cegep counsellors. It is important to note that various features of career counselling are given substantial attention: assisting client to develop a career action plan; interpret tests; determine client's needs and/or objectives; etc.. This use of time suggests that clients do get comprehensive career counselling at a college/Cegep.

Community agency counsellors spend relatively less time on personal and educational counselling concerns and more of their time on career counselling that is focused on determining client needs, preparing an action plan, and teaching job search skills. They also spend more time working with third parties than do other sectors, especially liaising with employers and other community groups related to referring clients to job vacancies.

CEC counsellors, true to their mandate, spend most of their time on various aspects of career or employment counselling. Very little time is spent on personal or educational counselling or on teaching clients basic life skills like assertiveness or stress management. CEC counsellors spend a large part of their time on preparing case notes, mainly because of the administrative need for counsellors to document what they have done with a client. They seem to be burdened with this administrative task that takes time away from their counselling duties. But, as some CEC counsellors volunteered, it may be necessary to complete this documentation for accountability purposes.

The above chart lacks a global category for career and employment counselling. In order to compare the extent of time consuming tasks for personal and career and employment counselling, the number of counsellors who indicated that any of the items in the career and employment category was one of the five most time consuming tasks was tallied, and it was discovered that every counsellor had registered some form of career and employment counselling as a time consuming task. This compares with 61.6% for personal and 25.4% for educational. It is possible to conclude that all counsellors identify some aspect of career counselling as being one of the five most time consuming tasks in which they are engaged.

D. Client Characteristics

Counsellors were asked to describe the clients they counsel according to a number of factors.

i. Age

Respondents were asked to indicate the age groups of the clients they counsel and were invited to check as many categories as appropriate. The results are shown in the following table.

Table 1.22

Age of clients	Secondary Schools	College/ Cegep	Community Agencies	CEC
Up to 15	35.5	0.0	2.2	0.3
15 - 24	63.8	83.9	71.1	40.8
25 - 34	0.7	16.1	18.3	81.5
35 - 44	2.9	25.8	18.3	85.7
45 - 54	1.4	29.0	19.4	69.8
55 - 64	0.0	6.5	19.4	28.2
65 and up	0.0	9.7	5.6	1.7

CEC counsellors, more than any other group, serve adults and older workers.

ii. Gender

Table 1.23

Gender of clients (Mean percentage)	Secondary Schools	College/ Cegep	Community Agencies	CEC
Male	47.8	46.5	52.4	49.0
Female	50.7	45.5	50.6	51.0

The gender balance of clients is quite evenly split.

iii. Client populations

Respondents were asked to indicate their main client group and any other groups that they served. The following table indicates the percentages of counsellors who checked the responses.

Table 1.24

Client Groups	Secondary School		College/Cegep		Community Agencies		CEC	
	Main	Other	Main	Other	Main	Other	Main	Other
Post-secondary students	5.1	32.6	90.5	9.7	16.2	33.4	10.5	36.1
Families	4.3	41.3	32.3	67.7	6.1	9.4	3.1	15.9
Secondary school students	95.7	1.4	16.1	38.7	15.0	26.7	7.0	25.2
Secondary school at risk students	52.2	25.4	9.7	19.4	*	*	*	*
Women	11.6	14.5	41.9	32.3	37.3	30.0	56.8	27.1
Aboriginals	8.0	25.4	25.8	41.9	13.4	28.4	18.8	36.6
Visible minorities	9.4	23.2	25.8	35.5	20.5	35.5	25.0	36.8
Immigrants	6.5	22.5	19.4	35.5	*	32.8	19.6	36.0
Persons with disabilities	3.6	29.7	16.1	51.6	26.7	31.1	18.1	50.1
Social assistance recipients	5.1	31.9	25.8	48.4	55.0	29.4	31.9	54.5
Insurance firm, EIC, or other "sponsor"	1.4	5.1	12.9	45.2	16.7	22.8	*	*
Unemployed youth (under 25)	5.8	21.7	16.1	41.9	45.0	24.0	36.8	44.0
Employed youth (under 25)	2.2	11.6	6.5	38.7	6.7	17.3	9.4	30.0
Unemployed adults (25+)	3.6	10.9	32.3	45.2	46.6	21.6	90.4	7.7
Employed adults (25+)	0.7	8.7	16.1	41.9	7.2	7.2	19.3	38.9

* Not asked in this questionnaire

The main client groups reported by 95.7% of school counsellors are, of course, secondary school students, however, they serve a wide range of sub-populations within the schools. About half of the respondents say that one of their main client groups is at-risk students. The number of secondary students who are also social assistance recipients is perhaps indicated by the percentage of counsellors

who see them as main or other clients. It is interesting to note that families are a very small percentage of the main clientele of school counsellors, but the largest percentage of other clients, yet when counsellors were asked about time consuming tasks (see table 1.21) liaising with relatives was not seen as a significant consumer of time. This limited liaison activity suggests that the role of counsellors is restricted to the direct service of the students.

The main client groups reported by 90.5% of college/Cegep counsellors are, of course, post-secondary students, and a wide range of diverse groups of main clients (women, families, unemployed adults, etc.), and families comprise their largest group of other clients.

The priority main client groups for community agencies counsellors were social assistance recipients followed by unemployed adults and youth. The principal other client groups were, in order of highest percentages, visible minorities, post-secondary students, immigrants, persons with disabilities, women, and social assistance recipients. While there is greater diversity among the "other" clients, it is clear that there is a definite targeting of service to those populations that are in receipt of income support. Such targeting, may mean that many clients who need and want counselling may not be eligible because they are not among official "target populations". This appeared to be confirmed by the responses to the question of whether counsellors turn people away whom they could help but are not eligible because of their mandate or funding arrangements. As was reported in Table 1.7, 73.9% of counsellors indicated that they did turn potential clients away for this reason. It is not possible to tell from the chart the actual representation of the designated groups, except to observe that they do represent a substantial presence among both main and other client groups. It is very possible that some members of designated groups who seek counselling are turned away because they are not receiving social assistance benefits.

As expected, the main client group for CEC counsellors are unemployed adults. The second most frequently mentioned main client group is women, followed by unemployed youth and social assistance recipients.

iv. Main and underlying counselling related problems

Respondents were asked: "For how many of your clients does the following represent the **main counselling-related problem**?" and then, "For how many of your clients does the following represent the clients **underlying problem**?" For each problem area the respondent checked off whether it was a problem for: few, some, many, most, or almost all clients. The school and college/Cegep counsellors questionnaire did not include the questions about job placement. The mean scores are presented in the following table and can be used to rank order the pervasiveness of each problem area. The highest possible mean score is five (which requires that all respondents indicated that the problem area is a problem for almost all).

Table 1.25

Problems or Issues	Secondary School		College/Cegep		Community Agencies		CEC	
	Main	Under-lying	Main	Under-lying	Main	Under-lying	Main	Under-lying
Personal	3.3	3.4	3.1	3.2	3.0	3.0	2.0	2.1
Substance abuse	1.7	1.8	1.9	1.9	2.1	2.1	1.3	1.4
Family	2.8	2.9	2.3	2.4	2.3	2.2	1.5	1.5
Career decision-making	3.4	3.2	3.7	3.4	3.9	3.8	3.7	3.7
Job search	2.0	2.0	2.0	1.9	4.2	4.1	3.5	3.6
Job placement	*	1.5	*	1.7	*	3.8	3.4	3.3
Job maintenance	1.2	1.3	1.5	1.5	3.2	3.1	2.3	2.4
Skills enhancement	1.8	1.9	2.7	2.5	3.6	3.6	4.1	4.0
Education/training	3.3	3.0	3.6	3.0	3.4	3.4	3.7	3.7
selection	2.2	2.2	2.8	2.6	3.0	2.9	3.2	3.1
Education/training adjustment	*	*	*	*	*	*	4.2	4.2
Employment needed	1.2	1.2	1.7	1.6	2.0	1.9	1.4	1.4
Rehabilitation	2.6	2.4	2.3	2.4	1.9	1.9	1.3	1.4
Crisis (except job loss)	1.0	1.0	1.5	1.6	2.3	2.2	2.4	2.3
Reaction to job loss	1.1	1.1	1.6	1.5	1.8	1.8	1.3	1.3
Acceptance of disability & active rehabilitation	1.3	1.3	1.6	1.3	1.9	1.9	1.6	1.5
Equity concerns								

* Not asked in this questionnaire

A review of the above table indicates very little difference between the main problem and the underlying problem as reported by secondary school counsellors. This result suggests that the counsellors deal with the problems as defined by the students. It is important to note that the pervasiveness of counselling for career decision-making as a "main problem" is as widespread as personal counselling and education/training selection. It is worthy of note that

school counsellors see career decision-making as an "underlying problem" almost as much as personal concerns. However, it will be remembered that school counsellors spent much more of their time on personal counselling than on career or educational concerns.

A rather worrisome revelation, however, is the substantial role of family as the main and underlying problem according to school counsellors. It is impossible not to speculate that this may relate to the increasing number of cases of abuse that are reported, as well as the general storm and stress of adolescence. Here again, it is important to note the relatively small amount of time school counsellors spent liaising with families, even though family problems appear to be an important underlying client concern.

For college/Cegep counsellors, career decision-making is seen to be the most frequently occurring main counselling-related problem, followed closely by education/training selection and personal. These presenting problems represent, on the average, the concerns of *many* or *most* of the clients seen. They are followed by family and crisis concerns, which represent, on the average, the concerns of many clients. All of the other presenting problems are, on average, seen as concerns of only some or few clients. The high concern of students with education/training selection may reflect the very high rate of floundering (and dropping out) among college/Cegep students. The three main underlying problems for college/Cegep counsellors were career decision-making, education/training selection, and family. Therefore it is clear that career counselling is the centre-piece of the students' needs for counselling.

Community agencies counsellors' view of the main and underlying problems of clients very much reflect their presenting problems: the need for a job, the need to decide on a career, and the development of personal self-management skills. It would appear that some aspect of career counselling was most likely to be an initial concern of clients, and when that problem was addressed, a secondary concern surfaced. For example, initially, career planning was a concern, and when a career plan became clear, then job search became important, or skill training, etc.

As expected, employment needed is the highest ranking initial and underlying difficulty presented by clients, according to CEC counsellors skills enhancement has the second highest ranking. There were no substantial differences between what counsellors perceived as their client's initial and underlying difficulties.

v. Obstacles to counselling

Counsellors were asked to indicate the obstacles that they believed their clients faced. The following table indicates the percentages of counsellors who saw each obstacle as hindering the progress of their clients.

Table 1.26

Client factors	Secondary Schools	College/ Cegep	Community Agencies	CEC
Lack of belief in self	82.6	93.5	92.8	77.3
Low motivation to change	72.5	45.2	81.7	68.8
Think potential for success is low	60.9	77.4	85.0	61.9
Difficulty in doing what is necessary	61.6	61.3	70.6	60.5
Many hassles involved in doing what is necessary	35.5	64.5	71.1	55.0
Feeling that others don't support them	45.7	48.4	63.9	41.0
Control that they have over results	46.4	58.1	60.6	49.9
External factors				
Finances	59.4	90.3	59.4	87.9
Family responsibilities	58.0	83.9	68.9	69.8
Peer pressure	66.7	35.5	44.4	19.9
Unemployment	35.5	64.5	91.1	86.6
Housing	37.0	48.4	37.0	22.3
Care of Dependents	22.5	61.3	48.9	54.3
Transportation	24.5	45.2	74.4	59.2
Lack of appropriate referral sources	22.5	29.0	39.4	26.8
Discrimination	19.6	35.5	61.1	40.1
Client ineligibility for assistance	15.2	48.4	45.6	66.7
Legal problems	17.4	25.8	50.0	17.8
Health	22.0	38.7	50.0	29.8
Physical limitations	9.4	41.9	40.0	35.1
Counselling is not offered in client's native language	9.4	16.1	17.8	6.3
Recognition of foreign credentials	7.2	29.0	28.9	30.7

Very high on the list for school counsellors were personal feelings of inadequacy on the part of the students, feelings that their chances for success are low, peer pressure, finances and family responsibilities. These are not easy problems to resolve in a few short counselling interviews and often require coaching and intervening with third parties.

Very high on the list for college/Cegep counsellors were lack of belief in self, finances, family responsibilities, and low motivation to change. These problems in some ways reflect the interconnectedness of personal, social, and career problems of many clients. This is an issue that counsellors must address, but it is also a problem for the design of educational and social programs. One may be

inclined to think that post-secondary students who have succeeded in high school and won admission to college would have a higher level of self-confidence than appears to be the case. Given the powerful role that belief in self has in motivating action, this is an important area for college/Cegep counsellors to address explicitly with their clients.

It would appear that college/Cegep counsellors recognize that most of their clients have self-confidence or self-efficacy problems and negative external influences such as finances and family responsibilities (which may be inter-related with self-efficacy). Unfortunately, it is not possible to make an explicit link between these client obstacles and the main or underlying problem areas presented earlier. However, it is possible to speculate that the personal issues relate to client obstacles such as lack of belief in self, low motivation to change, and think that potential for success is low. The underlying problem of family, especially for college/Cegep students, may relate to the surprisingly large obstacle of family responsibilities, but also to the many hassles involved in doing what is necessary, and the feeling that others do not support them. It is interesting to note that financial problems and family responsibilities are strong for all client groups, but peer pressure is an external barrier for only secondary school students.

Almost all (92.8%) agency counsellors believe that an obstacle faced by their clients is lack of self-confidence. Unfortunately, the questionnaire did not ask the respondents to distinguish between lack of belief in self that stemmed from the current problem situation, and that which was a part of the client's personality, however, considering the pervasiveness of low self-confidence among school and college populations, it likely is safe to assume that general lack of self-confidence is also a serious problem for these adult clients. Secondly, community agency counsellors see their clients as being pessimistic about their chances of success, and lacking the motivation to change. Slightly over 90% of counsellors see other external barriers as hampering their clients' progress, such as unemployment, closely followed by financial, and transportation problems.

The highest ranking obstacles for CEC counsellors deal with external factors (finances and family responsibilities) and the client's own personal feelings of inadequacy (lack of belief in self, low motivation to change, and thinking potential for success is low).

In a national survey of over 125,000 secondary school students, Breton reported that "the sense of powerlessness about the future – a low sense of control over the course of events and the sense that the individual's present activities are not relevant to his future – are associated with vocational indecision." (Breton, 1972, 383)

The data already presented on client presenting and underlying problems are so similar to the data on client obstacles that it is possible to speculate that the counsellors stay with the initial agenda and do not address the personal (low self-esteem, low perceived opportunity for success, low motivation, etc.) and social precipitating factors. Those factors continue to be barriers to client progress because they have not been addressed.

Counsellors were asked to indicate the factors relating to their own characteristics that impede their clients' progress. The responses are indicated below.

Table 1.27

Counsellor factors	Secondary Schools	College/ Cegep	Community Agencies	CEC
Stress levels	39.1	35.5	34.4	47.5
Frustration levels	41.3	19.4	27.8	45.0
Inexperience in working with diverse cultures	26.8	29.0	28.9	21.6
Inexperience with special needs clients	19.6	32.3	31.1	33.1
Level of counselling skills	21.0	27.8	32.2	35.5
Lack of understanding about what's going on with some clients	15.2	22.6	20.0	20.2
Impatience with some clients	14.5	12.9	23.9	20.7
Level of mentoring skills	13.8	9.7	10.0	20.6
Lack of insight into how system discriminates against some types of people	10.1	12.9	11.7	11.6
Level of skills in dealing with outside parties	8.7	6.5	5.0	12.7
Personal problems	8.7	6.5	5.6	8.9
Fear of some clients	5.8	6.5	11.1	11.3
Reluctance to refer the client	3.6	6.5	10.0	6.9

School counsellors indicated that their own stress and frustration were the major impediments to students' progress in counselling compared to such counsellor factors as inexperience in dealing with diverse cultures, or their level of counselling skills.

College/Cegep counsellors indicated that their own stress and inexperience in dealing with certain types of clients were major impediments to clients' progress in counselling. It will be recalled that special needs clients or clients representing designated groups comprised the majority of "other clients" (Table 1.24) served by college/Cegep counsellors. Many college/Cegep counsellors indicated that they do not feel they have the adequate skills for dealing with these clients, which undoubtedly is a major source of the stress they report.

Stress was also seen as a major impediment by community agency counsellors. However, these counsellors also saw their own inexperience and lack of counselling skills as being major impediments to client progress. Undoubtedly, these variables are related, for stress has been shown to be linked to situations that overtax people's abilities to handle the demands they face (Hiebert, 1983, 1988; Magnusson, 1982).

The highest ranking counsellor factors for CEC counsellors were stress and frustration levels. Overall, CEC counsellors seem to be doubtful about their counselling skills and experience, but these two factors are not seen as interfering with client progress to the same degree as stress and frustration. These feelings of stress and frustration which have a negative impact on their clients appear to be very pervasive among CEC counsellors.

To explore the hypotheses that stress and/or frustration were related to resource levels, Chi-Square tests were conducted comparing responses on various resource-based questions, and other potential explanatory factors, from school counsellors who did report stress or frustration with those who did not. All results reported have a probability of .05 or less. These counsellors who reported a decrease in staff resources were more likely to report counsellor stress as an obstacle to client progress, as were those anticipating further staff reductions. Those who expected that current staff levels would remain the same over the next two years were less likely to report being stressed, suggesting that counsellors had resigned themselves to making the best of the current situation, but were not confident in their ability to cope with further staff reductions.

It would appear that any program intended to strengthen career and employment counselling must address the issue of stress and frustration that currently is a major problem for counsellors.

E. Counsellor Characteristics

Counsellors were asked to describe themselves according to a number of factors.

i. Age

Table 1.28

Age of counsellors	Secondary Schools	College/ Cegep	Community Agencies	CEC
19 - 24	0.0	0.0	2.8	0.8
25 - 34	7.2	12.9	36.7	16.1
35 - 44	36.2	38.7	38.3	44.0
45 +	55.1	45.1	20.5	38.0
Abstentions	1.5	3.3	1.7	1.1

As a group, community agency counsellors are younger than other counsellors and secondary school counsellors as a group are older than the rest.

ii. Designated group status

Counsellors were asked to indicate whether they belonged to an identifiable population and the importance that they attribute to the counsellor being a member of an identifiable population when working with clients representing that population.

Table 1.29

Designated group status	Secondary Schools	College/ Cegep	Community Agencies	CEC
Aboriginal	2.9	9.7	3.3	4.7
Disabled	1.4	0	3.3	5.5
Visible minority	4.3	0	6.1	2.7
Female	49.3	67.7	67.8	60.8
Importance that respondent attributes to counsellor working with identifiable populations being a member of that population				
Not important	56.5	48.4	57.8	65.4
Somewhat important	31.2	25.8	24.4	23.1
Very important	6.5	19.4	8.9	7.1
Extremely important	2.9	6.5	7.2	1.8
Abstentions	2.9	0	1.7	2.6

According to the 1991 census data from Statistics Canada, 3.8% of the Canadian population is aboriginal, 15.3% are disabled and 50.7% are women. The statistics for visible minorities is not yet available. All designated groups, except women and aboriginal people, are grossly under-represented among the ranks of counsellors. Women are greatly over-represented. Counsellors, however, do not feel it is very important for them to be a part of the target groups that they counsel.

This may reflect an attitude problem on the part of counsellors, for participants in the field tests of a recently developed anti-racist awareness program for school counsellors indicated that clients who belong to a designated equity group feel more comfortable approaching counsellors who, themselves, are members of that equity group. If service to designated groups is to improve, it may be necessary to specifically recruit more counsellors from those designated groups to handle the services.

iii. Education level

Counsellors were asked to indicate the education level which they have obtained. They were able to check as many as appropriate.

Table 1.30

Education level of counsellors	Secondary Schools	College/ Cegep	Community Agencies	CEC
High school	42.8	25.8	41.7	39.8
College/Cegep diploma:				
not related to counselling	7.2	6.5	18.3	18.3
related to counselling	9.4	6.5	12.8	5.6
University bachelor's degree:				
not related to counselling	59.4	19.4	27.2	30.5
related to counselling	25.4	41.9	40.6	21.9
Post graduate degree:				
not related to counselling	26.1	16.1	7.8	5.2
related to counselling	52.2	61.3	17.2	5.5

All school counsellors are probably university graduates. Half of them have a post graduate degree related to counselling. Similarly, all college/Cegep counsellors are probably university graduates. Over 60% of them have a post graduate degree related to counselling. It would appear that two-thirds of community agency counsellors are university graduates, and that perhaps two-thirds of these have a degree related to counselling. Very few CEC counsellors have a post graduate degree and, although slightly more than half of them have a bachelor's degree, only one fifth have a degree related to counselling. Because respondents were able to check off as many options as were appropriate, the percentage of counsellors who indicate that they have high school education is somewhat misleading. Some of the respondents checked all that applied to them while others simply checked their highest education level achieved.

Increasingly, a master's degree in counselling is becoming recognized by school boards and professional associations (like the Canadian Association of Rehabilitation Personnel and the Canadian Guidance and Counselling Association) as the appropriate standard of academic training for counsellors. Over one-half of school and college/Cegep counsellors have that level of training, however, relatively few community agency and CEC counsellors meet that professional standard. However, it is important to realize that a master's level standard has not been adopted by all associations involved in the delivery of career counselling services.

Career and employment counselling is a developing counselling specialization and little formal college and university training is available beyond a few courses at an even fewer number of institutions. What is needed is an extensive analysis of the tasks and competencies involved in career and employment counselling that could form the basis for statements of counsellor qualifications and the design of training programs. Then a delivery system could be designed that would allow practising counsellors to obtain the necessary training to become qualified. To advance the career and employment counselling profession, it will be important to view level of education, training standards, and access to training as inter-related matters that should be dealt with as a whole and not as isolated parts.

iv. Work experience

Table 1.31

Work experience	Secondary Schools	College/ Cegep	Community Agencies	CEC
Years in similar work				
Mean	13.5	14.0	7.5	10.6
Abstentions	70.3%	45.2%	45.6%	64.6%
Years in present job				
Mean	9.5	6.7	4.6	9.4
Abstentions	1.4%	3.2%	1.7%	1.7%

Secondary school and college/Cegep counsellors do have substantial experience. On average, they have had 20 years or more of experience in counselling and only three of the respondents from secondary school are in their first year of experience. On the other hand, 44% of community agencies counsellors have been in their present job for less than three years (13.6% under one year, 10.7% from one to two years, and 19.8% from two to three years).

CEC counsellors currently seem to have a substantial number of years experience. The average amount of experience they gained in counselling before moving to their present position was less than one year (0.9 years).

v. Salary

Table 1.32

Salary	Secondary Schools	College/ Cegep	Community Agencies
Under 20,000	0.0	2.2	0.0
20,000 - 24,999	0.0	8.9	0.0
25,000 - 29,999	0.0	3.2	27.2
30,000 - 34,999	4.3	3.2	22.2
35,000 - 39,999	2.9	3.2	13.3
40,000 - 44,999	4.3	19.4	10.0
45,000 - 49,999	13.8	16.1	3.9
50,000 - 54,999	21.0	22.6	5.0
55,000 - 59,999	18.8	29.0	2.8
60,000 - 64,999	21.0	0.0	0.6
65,000 - 69,999	9.4	0.0	0.0
70,000 and over	1.4	0.0	0.0
Abstentions	3.1	2.4	3.9

As a group, community agency counsellors are not as well paid as their counterparts in CECs or educational institutions. School counsellors, as a group, are the most highly paid.

CEC counsellors were not asked this question because their salary ranges are known. CEC counsellors, in their first year of employment, receive an annual salary of $35,616. By their fifth year of employment, their annual salary is $40,123.

vi. Union membership

Respondents were asked if they were members of an employee bargaining group that represented their interests in the workplace.

Table 1.33

Union membership	Secondary Schools	College/ Cegep	Community Agencies	CEC
Yes	65.2	64.5	33.9	65.7
No	29.7	25.8	64.4	27.6
Abstentions	5.1	9.7	1.7	6.6

All school counsellors, outside of Québec, are members of teachers' unions. The fact that a substantial number deny it does raise the possibility that they feel their membership in teachers' associations does not help support them as counsellors but only represents them as teachers.

In a similar vein, all CEC counsellors, because they are public servants, belong to an employee bargaining group. It is difficult to imagine that counsellors are not aware that they are part of an employee bargaining group since fees for belonging in such a group are deducted from their pay. It may be, as was mentioned for school counsellors, that many CEC counsellors do not feel that they are "represented by an employee bargaining group which **represents their interests in the workplace**".

It is important to note the lack of employee bargaining representation for counsellors in community agencies. This lack may be related to the relatively lower level of pay of this group of counsellors.

vii. Structure of service

Respondents were asked to describe the structure of their counselling services on a number of variables.

Table 1.34

	Secondary Schools	College/ Cegep	Community Agencies	CEC
Mean number of hours worked per week as a counsellor	33.9	34.5	20.6	22.6
Abstentions	5.8%	0%	13.3%	7.1%
Mean number of clients interviewed per day	10.5	5.85	4.95	4.32
Number of interviews given per client				
1	2.2	6.5	4.4	2.3
1.5	3.6	3.2	1.1	12.3
2	14.5	25.8	12.8	41.6
3	34.1	29.0	21.7	30.9
4	10.9	12.9	8.9	4.9
5 or more	10.1	19.4	39.4	1.6
Abstentions	24.6	3.2	11.6	6.4

It would appear that a large portion of community agency and CEC counsellors work only part-time or have their time split between counselling and other duties. School and college/Cegep counsellors, on the other hand, seem to work primarily as full-time counsellors. The modal number of interviews is 3 for school and college/Cegep counsellors, 5 or more for community agency counsellors and 2 for CEC counsellors.

An explanation of the relatively large number of no responses from secondary school counsellors to the question of the average number of interviews is not obvious. It may relate to the fact that some schools require every student to be "seen" at least once by a counsellor, it may relate to the difference between seeing clients on a drop-in basis or a scheduled basis (of the 138 counsellors, 71 said that they saw clients mainly on a drop-in basis, and 90 said that they saw clients mainly on an appointment basis, the former saw an average of 11.5 clients per day, and the latter saw 9.6 per day). Or it may relate to the fact that 74.6% of clients come voluntarily, and 26.7% are required to go to the guidance office. School counsellors may feel that the average number of interviews should not be based upon all clients, but only those that actually come voluntarily for counselling.

Given that 19.4% of college/Cegep counsellors indicated that they provide an average of five or more counselling interviews to their clients suggests that the average number of interviews is probably above four. This number would be appropriate considering the comprehensive nature of the career counselling provided by the college/Cegep counsellors.

F. Summary

The counsellors responding to the questionnaire work in organizations that have a mandate focused on various aspects of career and employment counselling and education and training selection. The exceptions are high schools and colleges/Cegeps where the mandate is broadened to include student personal concerns. Working with families, rehabilitation, and crisis counselling were not important parts of mandates. Working with equity concerns was a priority with CEC counsellors. Counsellors working in community agencies and Canada Employment Centres report having to turn clients away because of mandate restrictions. About half of counsellors working in educational settings, and more than three-quarters of counsellors working in community agencies and CECs report that their clients also receive career and employment counselling elsewhere, which suggests that clients feel they must go to more than one source for the career and employment counselling they require. Certainly, in communities of less than 10,000 people there are very few community agencies or colleges/Cegeps and therefore, the only place where career and employment counselling is available in these communities are the local high school or CEC. Thus, career and employment counselling does not appear to be universally available to Canadians.

Only slightly more than half of the colleges/Cegeps have a policy describing how counselling fits into the mission of their organization, however, more than two-thirds of the other sectors reported having such a policy. Further, most of the counsellors surveyed reported that the counselling centre in which they work operates pretty much in isolation without any central office to provide leadership in areas like establishing policy, providing continuing education, or developing new counselling methods and evaluation systems. Without such operating guidelines, it may be difficult for counsellors to argue effectively for the contribution that their services make to the well-being of the greater organization in which they work.

The structure of service varied across the four sectors surveyed. School counsellors tend to work about 34 hours a week as a counsellor, see about 10 clients per day, and each client can expect to receive about 3 sessions. College/Cegep counsellors, on the other hand, work about 35 hours a week as a counsellor, see about 6 clients per day, and each typically gets about 3 counselling sessions. Community agency counsellors work on the average about 21 hours a week as a counsellor, because they work part time as counsellors. They see roughly 5 clients per day, and the average client gets about 4 interviews. CEC counsellors work about 23 hours a week as a counsellor, see about 4 clients per day, and the average client can expect to receive about 3 counselling sessions.

More than two-thirds of school and college/Cegep counsellors report that their organizations had a career resource centre, but less than 40% of the community agencies had this resource, which reflects their general lack of career information resources. Unfortunately, counsellors across all sectors report that their budgets for both resource materials and staff have decreased over the past 2 years and further budget cuts are expected in the future.

Most counsellors, except those working in CECs, reported being able to attend conferences at least once a year, and that when they attend they get at least some of their expenses paid. CEC counsellors, on the other hand, have difficulty attending conferences, and when they do attend, most of them need to pay for all of their expenses themselves.

Most of the respondents reported working in offices that employed three to four counsellors. The office was managed by a supervisor or a department head who also spent some time counselling clients. However, as will be seen in later chapters, survey returns from counsellors and managers tended to come from larger centres and the average number of counsellors per school and agency may be as low as 0.4 and 1.5, respectively.

Counsellor reports of the clients they see show wide variations across the four sectors surveyed. As expected, high school counsellors see primarily mainstream and at-risk high school students. Families, post-secondary students and social assistance recipients form a large secondary client population. College/Cegep counsellors identified post-secondary students as their primary client group, and indicated that large percentages of their secondary client group was composed of families, Aboriginals, and women. Community agency counsellors identified their primary client group as consisting of 15-24 year olds who are social assistance recipients and/or unemployed, with large percentages of their secondary client group composed of women, visible minorities, and immigrants. CEC counsellors, more than any other group, serve middle aged and older workers. They reported that their clients are primarily unemployed adults, social assistance recipients, or women, with persons with disabilities, aboriginals, and visible minorities forming large secondary client populations. Counsellors serve approximately equal numbers of males and females regardless of the setting in which they work.

The primary client presenting problems also vary greatly across counselling settings. For high school counsellors, the main and underlying client presenting problems are personal, career decision making, and education/training selection, in about equal proportions. For college/Cegep counsellors, the main client presenting problems are career decision making, education/training selection, and personal, in order of frequency, with those same problems also forming the main underlying problems of clients. For community agency counsellors, the main client presenting problems have to do with job search, followed closely by career decision making, skill enhancement, education/training selection and job maintenance. This same constellation of problem areas also form the main underlying client problems. CEC counsellors report that their main client presenting problems are needing employment, followed closely by skill enhancement, job search, career decision making, education/training selection, and job placement. These same problem areas are also the main underlying problems that clients present.

Counsellors also report that their clients face substantial obstacles to progress in counselling, and there is a surprising degree of similarity in client obstacles across counselling settings. All four sectors report that lack of belief in self is one of the largest client barriers, with 77%-93% of counsellors reporting that their clients experience that obstacle. Other obstacles to client progress are low motivation to change (especially for high school and community agency clients), and thinking that the potential for success is low (for college/Cegep and community clients). Undoubtedly, these three factors are related, for it would be difficult for a person who has little confidence in him or her self, and believes the potential for success is low, to maintain a high level of motivation. Added on to the above factors,

college/Cegep and CEC clients face financial obstacles, and college/Cegep clients find family responsibilities an obstacle to progress. In addition, counsellors across all three sectors report that their own stress and frustration levels frequently serve as obstacles to client progress.

As far as counsellor characteristics are concerned, the counsellors working in community agencies tend to be younger, less experienced, and less well paid than counsellors in the other three sectors. School counsellors are the oldest and most experienced, and also the best paid.

High school and college/Cegep counsellors tended to have higher academic credentials than their counterparts in community agencies and CECs. Counsellors in community agencies are particulary "on their own" for they have no union or bargaining group to represent their interests in the workplace. However, substantial proportions of counsellors in the other three sectors also reported that they did not have a union or bargaining group, even though all must belong to a union as a condition of employment. One can only conclude from this that the counsellors feel that the union does not represent their interests as counsellors in the workplace.

Although all counselling settings surveyed reported seeing a diverse group of clients, the equity groups were not well represented in the ranks of counsellors. The exception is that roughly two-thirds of the counsellors were women. Also, about 10% of college/Cegep counsellors were aboriginals. CECs did have about 5% aboriginal and 4.7% disabled counsellors, and community agencies and schools had a somewhat larger proportion of visible minority counsellors, 6.1% and 4.3% respectively. But, visible minority and disabled counsellors were conspicuously absent from the ranks of college/Cegep counsellors. However, counsellors across all four sectors did not think that the lack of equity group representation was a problem, for over half of them reported that it was not important for counsellors to belong to the identifiable populations that their clients represented.

The way counsellors spend their time varies dramatically across the four sectors surveyed. High school and college/Cegep counsellors spend the largest part of their time doing personal counselling, followed by helping clients develop a career action plan and educational program selection. Further, about 25% of high school counsellors report that clerical work is one of their five most time consuming tasks. On the other hand, counsellors in community agencies and CECs spend less time on personal counselling i.e., not intervention, and instead, spend most of their time determining the client's needs and objectives and assisting clients develop a career action plan. Additionally, CEC counsellors spend more time counselling for client skill enhancement and community agency counsellors spend more time teaching job search skills. About 38% of CEC counsellors also report that one of their most time consuming tasks has to do with preparing case notes

on the client or the counselling process. It is interesting to note that every single counsellor surveyed reported that one or more tasks associated with career counselling were one of the five most time consuming tasks. This finding is compared to 62% reporting personal counselling and 25% reporting educational planning as one of their five most time consuming tasks. Thus, it would seem that some aspects of career counselling are given a relatively high priority by counsellors.

By and large, counsellors do not evaluate their work with clients, and in those cases where evaluation is attempted, it does not produce any objective evidence attesting to the impact of counselling on the client's life. Counsellors do believe they are helping their clients, and that the quality of their service has improved over the past two years. But, there is very little evidence to support that belief. It is troublesome that so little evaluation is conducted, for in the face of no evidence to the contrary, program administrators and funding bodies may jump to the conclusion that counselling is effective or ineffective on their subjective impressions. Counsellors already suspect scepticism on the part of their superiors. For example, counsellors report that they believe that counselling is fulfilling, on average, only about three-quarters of their superior's expectations. The percentages are somewhat higher in the community agencies and CECs but somewhat lower in the high schools and colleges/Cegeps. In fact, slightly over 12% of high school and college/Cegep counsellors believe that counselling is not meeting any of their superior's expectations. Moreover, 38% of high school counsellors themselves admit that their service is not as good as it could be. When this state of affairs exists for some time, the service is in serious jeopardy of erosion. Effective evaluation can produce the sort of data that allow counsellors to mount strong support for the effectiveness of the service they offer.

Counsellors in all sectors used a variety of resources in their work and their use of materials was somewhat related to the client groups they served. High school counsellors made frequent use of CHOICES or other computer-assisted guidance systems, an index of university and college programs in Canada, and occupational monographs. College counsellors also made frequent use of an index of college and university programs and occupational monographs, but they also made more frequent use of interest tests and were less likely to use computer systems. Community agency and CEC counsellors were more likely to use the CCDO and CEC job vacancy lists in addition to occupational monographs. This likely reflects the focus on placement, in addition to career and employment counselling, that is apparent in community agencies and CECs.

Counsellors in all four sectors expressed a need for a catalogue of employment programs at the federal, provincial and municipal level, a resource that they had sought but had been unable to find. They also reported that they had trouble locating (and would like to have found) a manual on career and employment counselling and manuals on other programs such as life skills. Counsellors across

all sectors reported that they needed more materials dealing with the specific groups they served, such as the work capabilities of disabled persons, labour market information, and the physical requirements for various occupations. Many of these materials have historically been developed and distributed by Employment and Immigration Canada, but the volume of such materials has declined and some of the existing ones are in danger of becoming dated. The exceptions are the production of the National Occupational Classification to replace the CCDO, and the federal-provincial leadership in the development of career tabloids. Counsellors across all sectors, and especially schools and community agencies would like to develop a closer relationship with their local CEC, and think that their clients would benefit from such a move.

Chapter 2

A Further Look at Secondary School Counsellors and Heads of Guidance

A manager's version of the questionnaire was sent to guidance department heads. The data from the 80 people who completed this manager's survey are given below and, where appropriate, compared with the data provided by counsellors. When the text appears in two columns, the left-hand column portrays the responses of counsellors and the right-hand column contains the responses of guidance heads. This chapter contains information provided by school counsellors that was not reported in Chapter 1.

A. General Information

i. Community size

Heads of guidance tended to come from larger communities, suggesting that a community may need to be a certain size before it has a secondary school large enough to have a person named as guidance department head. This difference in community size may account for some of the differences between counsellors and heads. As was the case with the counsellor returns, guidance head respondents from Ontario schools were the most numerous and Québec was under-represented.

B. Counselling Environment

i. Nature of service

Respondents were asked to describe the nature of their counselling service on several variables.

Marketing

Respondents were asked how they informed students about their services. According to the responses, the following methods are used to promote awareness of the counselling service.

Table 2.1

Method	Percentage of counsellors	Percentage of heads of guidance
Direct contact (by phone or in person)	72.5	57.5
Guest appearances in other instructor's classes	71.7	65.0
Brochures, posters, flyers	68.1	52.5
Newsletters	45.7	66.3
School, college or university newspaper	37.0	43.8
Community notice boards	17.4	15.0
Announcements on cctv in your institution	16.7	6.3

The main methods counsellors use to inform their students about counselling services are direct contact (in person or by phone) and guest appearances in other instructors' classes. Counsellors were more likely to make their promotional presentations in person, followed closely by brochures, posters and flyers while heads of guidance relied more on print. Counsellors generally appeared to be somewhat more promotional than the heads.

Caseload

Respondents were asked several questions about their caseloads.

Table 2.2

	Counsellors	Heads of guidance
Size of waiting lists		
Mean number of clients	98.3	13.3
Abstentions (%)	95.7	88.8
Question is not appropriate (%)	47.8	38.8
No. clients seen per day		
Mean overall	10.5	9.9
Mean if seen on drop-in basis	11.5	9.7
Mean if seen on appointment basis	9.6	10.1
Size of active caseload		
Mean	234.6	219.6
Abstentions (%)	60.6	75.0
No. clients in caseload seen per week		
Mean	40.8	38.6
Abstentions (%)	63.0	80.0
% of clients seen of those who request counselling		
Mean percentage	*	94.8
Abstentions	*	16.3
Do you see too many clients to handle adequately?		
Yes (%)	52.5	57.5
No (%)	41.3	40.0
Abstentions (%)	6.2	2.5

* Not asked in this questionnaire

Respondents were asked for the number of clients on waiting lists. The question provided respondents with an opportunity to say "This question is not appropriate for my situation" and 47% counsellors, and 38.8% heads of guidance indicated that it was not appropriate. Thus, the concept of waiting list seems to be either inappropriate or non-operational for school counsellors and guidance heads.

Respondents were asked the number of clients per day that the school counsellor saw when they see clients mainly on a "drop-in" basis, and when they operate on an appointment basis. As reported in Table 2.2, counsellors reported seeing an average of 41 clients per week, or about 8 per day, from their active caseloads. The discrepancy with the data, between these two questions (number of clients seen on drop-in or appointment basis, and number of clients seen per week), could be that seeing the same client more than once a week is still classified as one client, or could mean that the additional clients are not seen as part of the counsellor's active cases (e.g., spontaneous course scheduling enquiries, discipline referrals, etc.).

According to about one-third of the counsellors, and one-quarter of heads of guidance, the average caseload of school counsellors is 235 and 220 respectively. The question called for the respondent to fill in the blank. "My active caseload is ___ clients". Most counsellors and guidance heads did not answer this question which is a strong signal that in spite of pre-testing the questionnaire and scrutiny by several school counsellors, respondents did not seem to find the term "case load" to be meaningful. It is possible that a number were thinking of the student-counsellor ratio as the caseload, and would appear that some considered the whole school (or their proportion of the student body) to be their case load. Others may have considered only those students who get more than one interview as their case load.

Respondents were asked to indicate how many of their caseload they see per week.

School counsellors

The average number of clients seen in a week was 40.8, however 87 (63%) declined to answer this question. A caseload of 40 clients per week for a counsellor is very high, and suggests that some clients may get a very superficial counselling session, or that many of the interviews are short revolving around the clerical tasks expected of a school counsellor. The fact that some counsellors indicated that they see 100 or more per week (even 410!) raises some doubt as to what they do in these meetings.

Heads of guidance

Head of guidance were also asked how many clients each counsellor saw per week. Sixty of the 80 declined to reply. The average of the respondents was 38.6 with a range from 1 to 70.

Given that the average counsellor spends 31.8 hours per week as a counsellor and sees 40.8 or 38.6 clients (counsellors and heads of guidance respectively) in that time, then the full time counsellor would see 10 clients per day, as was reported in Table 2.2.

The fact that counsellors do not apparently think in terms of case loads may mean that they try to meet the clients needs in one interview, or that they engage in other ways of meeting student needs, such as classroom interventions. It is regrettable that the questions about case load and waiting lists were not more meaningful to the school counsellors and particularly heads of guidance. This presents a potential problem if school counsellors have no definable case load and no waiting list as it will be difficult to argue convincingly that they have too many clients. Yet 52.2% replied yes to the question "Do you have too many clients to handle adequately?".

Hours per week spent as a counsellor

It is surprising to note that some counsellors see as few as 1 client per week, but the following table, that derives from the question "How many hours a week do you work as a counsellor? _____", sheds some light on this situation.

Table 2.3

# hours as counsellor	Percentage of counsellors reporting	# hours as counsellor	Percentage of counsellors reporting	# hours as counsellor	Percentage of counsellors reporting
1	0.7	18	2.9	38	0.7
4	0.7	20	3.6	40	26.8
5	2.2	24	0.7	45	2.9
7	0.7	25	5.1	50	2.2
9	0.7	30	10.1	60	0.7
10	2.9	32	1.4	70	0.7
13	0.7	33	0.7	99	2.9
15	2.9	35	19.6		
16	0.7	36	0.7	Abstentions	5.8%

Eight counsellors declined to answer this question. The average number of hours is 33.9, and if the counsellors who claimed that they worked from 60 to 99 hours per week as a counsellor were not included in the calculation, the average number of hours per counsellor would be 31.8. It should be noted that 20% of counsellors work 20 hours per week or less as a counsellor. Presumably the rest of their time is spent in classroom teaching, administration or marketing activities.

A question for heads of guidance revealed that they spend, on average, 7.7% of their time discussing counselling with their counselling staff. This is described in the following chart.

Table 2.4

Percentage of work time discussing counselling	Percentage of heads of guidance
0	2.6
1	5.1
2	5.0
4	1.3
5	31.3
8	1.3
10	27.5
15	7.5
25	1.3
30	1.3
Abstentions	16.3
Mean	7.7

Heads of guidance were also asked the percentage of time they spent counselling. The average time was 61.6%. Thus, on the average, heads of guidance spend about 60% of their time counselling clients, about 7.7% discussing counselling with members of their department, and the remainder, presumably, in administrative or teaching duties.

Number of interviews per client

Counsellors were asked to indicate the average number of interviews each client would receive. The results are presented in the following table:

Table 2.5

No. of interviews	Percentage of counsellors
1	2.2
1.5	3.6
2	14.5
3	34.1
4	10.9
5 or more	10.1
Abstentions	24.6

Percentage of clients counselled in groups

School counsellors do very little group counselling. On the average 24% of all clients are seen in groups but 40 of the 138 counsellors did not respond to this item probably because they do not do any groups, therefore, the adjusted average is about 17% of clients being seen in groups.

Table 2.6

Percentage of clients counselled in groups	Percentage of counsellors reporting
1	2.9
2	3.6
3	3.6
5	12.3
10	18.8
15	4.3
20	6.5
25	2.9
30	3.6
40	1.4
50	1.4
75	0.7
100	8.7
Abstentions	29.0
Mean	24.0

This question was not asked of heads of guidance, however they were asked if they had a group training or counselling room, and slightly under 50% indicated that they did. As all but apparently 29% of counsellors do some group counselling, it is conceivable that the lack of facility is not the principal reason for the minimal use of group counselling.

Given the needs, it is a pity that group counselling has such limited availability.

Voluntary and mandatory clients

Counsellors were also asked what percentage of their clients came to counselling on a voluntary basis (75.6%) or because they were required to (26.8%).

Counsellors who see clients mainly on a drop-in basis see two more clients per day (20% more) than counsellors who keep appointments, and most of the clients come on a drop-in basis. Moreover, at 10 to 12 clients per day (see Table 2.2), the average length of an interview would be less than 30 minutes, given the amount of clerical work that school counsellors report doing. It would be extremely difficult to work on any systematic client change intervention on a 30 minute, drop-in basis. Given the inappropriate nature of the idea of waiting lists, and the fact that the average client gets three counselling interviews (see Table 1.34) it may be that most interviews are unrelated counselling incidents, rather than a counselling process to help the student overcome some concern.

Languages of counselling service

Counsellors and heads of guidance were asked the number of languages in which their counselling service was available to their clients. They were also asked to list these languages. The results are presented in the table below.

Table 2.7

Number of languages counselling is available	Percentage of counsellors	Percentage of heads of guidance
1	58.0	63.8
2	16.7	13.8
3	5.1	5.0
4	5.1	5.0
5	3.6	2.5
6	2.2	0.0
8	0.7	1.3
9	0.0	1.3
10	0.7	0.0
Abstentions	8.0	7.5
Types of languages		
English	80.4	88.8
French	34.1	21.4
Aboriginal languages/dialects	5.1	2.6
Spanish	8.0	6.4
Italian	8.7	6.3
German	1.4	1.3
Asian languages/dialects	5.8	7.6
Portuguese	5.8	3.8
Sign language	0.7	1.3
Unlimited languages possible	8.0	10.1

Although the availability of counselling in the French language may seem sparse, it will be remembered that there was a somewhat low return rate for school counsellors from Quebec. Therefore, the proportions of language probably reflect Canadian demographics. However, students for whom English or French is not a language of birth will likely experience difficulty receiving counselling in their language of origin.

Counselling program

Counsellors and heads of guidance were asked about their counselling program on a variety of variables. The results are shown below.

Table 2.8

Counselling program	Percentage of counsellors	Percentage of heads of guidance
Counsellors see only those clients who are referred or ask to meet with them	28.3	18.8
Counselling program given to all students	87.0	82.5
Group and individual counselling is available on request	76.8	88.8
Counselling takes place in response to problem issues:		
identified by the student	62.3	67.5
identified by others	46.4	50.0
School charges a fee for counselling	1.4	2.5

It would appear that the vast majority of schools have a standard counselling/guidance program that is administered to all students. Although group counselling is available on request, it seldom is utilized. Also, about two-thirds of the counselling is in response to student self-referrals, however, almost half of school counsellors and heads of guidance indicated that counselling takes place in response to problem issues identified by others. It is possible that teachers, parents and social agencies, approach the counsellors to intervene with the students.

Service standards

Counsellors were asked if their institution makes every effort to ensure that certain conditions were met. For each area the respondent checked off whether it was a feature: always, usually, sometimes, never or not relevant. The "mean score" was calculated by assigning the values of 4 through 1 to the areas rated "always" through "never" respectively, and calculating the weighted average for all respondents to each item. The mean scores are presented in the following

table. The mean score column can be used to rank order the frequency of each area. The highest possible mean score is four (which requires that all respondents indicated that the feature is always a characteristic of their service).

Table 2.9

As providers of counselling services, our institution makes every effort to ensure that:	Mean Scores	
	Counsellors	Heads of guidance
1a our facility is fully accessible for disabled clients	3.6	-
1b our services are accessible to all potential clients	-	3.8
2 our services are open to all students	3.9	-
3 the career information we provide is accurate	3.4	3.5
4 clients experience a continuity of service even if our staff change	3.4	3.5
5 our services are appropriate to the age, gender, culture and level of functioning of the client	3.6	3.6
6 services are tailored to the unique needs of the client	3.4	3.4
7 sufficient and current materials are available to support client efforts	3.1	3.1
8 referrals are timely and appropriate to client need	3.3	3.2
9 programs are updated regularly to remain current with labour market realities	3.0	2.9
10 client outcomes are analyzed and evaluated regularly	2.4	2.5
11 adequate attention is given to program review, evaluation and improvement	2.6	2.8
12 adequate attention is given to case management	2.8	2.9
13 our students are regularly consulted about the planning of our services	2.3	2.5
14 adequate attention is given to client follow-up & support	2.7	2.9

One can conclude from the above table that many desirable features characterize the school counselling service with the exception of the infrequency with which students are consulted about the planning of services, and the regularity with which client outcomes are analyzed and evaluated, as well as the inadequate attention given to program review, evaluation and improvement. It would appear that the counsellors offer a service without consulting regularly with the

people for whom the service is intended (i.e., the students), without regularly reviewing or up-dating that service, and without evaluating the service.

Respondents were asked to rate the extent to which certain features characterized their service. For each area the respondent checked whether it was a feature: always, usually, sometimes, never or not relevant.

Table 2.10

		Mean Scores	
		Counsellors	Heads of guidance
1	Respect for the dignity of each client	3.8	3.8
2	Sensitivity to a diversity of cultures	3.6	3.6
3	Acknowledgement of social issues (e.g., systemic discrimination) that might impact on the client	3.5	3.4
4	Advocacy for our clients	3.6	3.5
5	Gender neutrality in choice of vocabulary and imagery	3.5	3.5
6	Our services are delivered in a manner that supports long-term labour market self-sufficiency for the student	3.1	3.2

From this table one might conclude that respondents believe that they offer a respectful, sensitive, and gender-fair service, but they are less convinced that their services support long-term labour market self-sufficiency on the part of the students, but it is, perhaps, surprising that it rated as high as it did. The high rating given to advocacy for clients is surprising considering the little time devoted to dealing with third parties (see Tables 1.21 and 2.33).

Budget and counselling resources

In response to questions about the trends towards increases or decreases in staff and material resources the counsellors provided the following information:

Table 2.11

	Percentage of counsellors	Percentage of heads of guidance
Staff resources in the past 2 years have:		
increased	10.1	18.8
decreased	38.4	25.0
remained the same	48.6	48.8
abstentions	2.9	7.5
Staff resources in the next 2 years will:		
increase	6.5	8.8
decrease	55.1	52.5
remain the same	35.5	31.3
abstentions	2.9	7.5
Materials and supplies in the past 2 years have:		
increased	3.6	13.8
decreased	45.7	27.5
remained the same	44.9	50.0
abstentions	5.8	8.8

Almost 40% of schools have experienced cut backs in counselling staff in the past two years and anticipate more cuts in the future. A few counsellors noted that they have coped with fewer resources by using more initiatives and programs (11 or 8%) and because of the increased skill of the counselling staff (13 or 9.4%).

There is a substantial withdrawal of counselling services in the schools and very little optimism that the situation will improve. As noted earlier, this is a particular cause of stress for counsellors.

Urgent issues to be addressed to improve service

Respondents were asked if they had too many clients to handle adequately (see Table 2.2). Those who replied that they had too many clients were asked what had to be attended to in order to resolve the overload. The full set of responses are as follows:

Table 2.12

Most urgent issues to be addressed to resolve overload problems	Percentage of counsellors	Percentage of heads of guidance
Under staffing	36.2	51.4
Follow up services	12.3	15.1
Referral sources	11.6	17.5
Training and resources	9.4	7.5
Coordination of internal services	8.0	8.8
Unrealistic expectations of sups etc	8.0	5.0
Unrealistic expectations of clients	7.2	3.8
Wait time for service	5.1	6.3
Clarify mandate	5.1	7.6
Max. interviews per client	3.6	7.6
Quality of service standards	2.9	1.3
Wait time for first contact	2.9	3.8
Way referrals are made	2.9	1.3
Delay in appointments	2.2	2.5
Continuity of counsellors	1.4	11.4
Average time between interviews	1.4	3.8
Flex times	1.4	1.3
More training for counsellors	*	10.1
Better job security for counsellors	*	3.8
Better wages for counsellors	*	1.3
Abstentions		37.5

* Not asked in this questionnaire

Both groups feel that understaffing is a serious problem that must be addressed. To some extent they believe that the problem could be improved by follow up services, additional referral sources, and improvement of the coordination of internal services, correcting the expectations of their supervisors, and even their clients. It would appear that a number of these remedial activities could beinstituted by the counsellors themselves. The heads of guidance also saw a need for further training of counsellors.

It is important to note that 40% of the heads of guidance replied no to the question: "Do you have too many clients to handle adequately?".

The heads of guidance, even more than the counsellors, are concerned with the problem of understaffing, the lack of referral sources, the lack of continuity of counsellors (presumably because they are decreasing). They also see a need for more training of counsellors.

ii. Administration

Respondents were asked to describe characteristics dealing with administration on several variables.

Physical environment

Table 2.13

	Percentage of counsellors	Percentage heads of guidance
Private offices for counselling	97.1	97.5
Group counselling or training room	34.8	40.0
Career resource centre or area	69.6	65.0

The relatively low availability of a group counselling room in schools may in part account for the low rate of group counselling, on the other hand it may be more likely that counsellors do not have such a room because they prefer to counsel individuals than groups.

Experience

The respondents were asked how long they have been employed in the counselling field. Their replies are tabulated below.

Table 2.14

Mean	Counsellors	Heads of guidance
Years in present job	9.5	12.3
Years as manager	*	9.8
Years in counselling field	12.0	*

* Not asked in this questionnaire

Heads of guidance have extensive experience as managers. On the average, they have spent 12.3 years in their present jobs.

Is there another supervisor of counselling?

Heads of guidance were asked if there was another supervisor of counselling. The results are shown in the table below:

Table 2.15

Another supervisor?	Percentage of heads of guidance
Yes	41.3
No	56.3
Abstentions	2.5

Heads of guidance are generally not "managers" of the school guidance service, but rather are senior counsellors.

Typically, heads of guidance do not conduct performance appraisals on the counsellors in their departments, and do not engage in direct supervision of their counsellors (see Tables 2.20 and 2.21). Heads of guidance were asked if they personally counselled students and if so what percentage of their time was spent in counselling. Ninety-five percent of the heads of guidance reported that they do counsel students and, as reported earlier, the average time spent in this task 61.6% of their time.

In many schools performance reviews are given by the school principal and not by the head of guidance. With only limited authority, the heads acknowledge that there is another supervisor – the principal, and not necessarily a person with more expertise in counselling and guidance.

Priority of career counselling

Heads of guidance were asked the priority that career counselling had in the school.

Table 2.16

Priority	Percentage of heads of guidance
High	40.0
Medium	52.5
Low	3.8
Abstentions	16.3

The medium priority ascribed to career counselling in the schools reflects the higher time allocations given to personal counselling. Twice as many counsellors reported that personal counselling is among their top five time-consuming activities rather than assisting a student to develop a career plan (see Table 2.33).

Agency interface

Although counsellors say that they do not spend a lot of time interacting with other agencies, over 45% of counsellors do have a range of career/employment related organizations and social agencies contacts. Heads of guidance gave approximately equal attention to contacts with social services, family and personal counselling service, and EIC.

Table 2.17

What organizations do you link or liaise with in order to provide a complete counselling service?	Percentage of counsellors	Percentage of heads of guidance
Social services	46.3	33.9
Placement centres/Career centres	46.3	16.4
Family/Personal counselling agencies	17.4	32.6
Colleges/Universities	15.9	25.1
EIC/CEC	14.5	31.4
Police and corrections	10.9	10.2
Medical facilities/Personnel	10.1	27.7
Mental health agencies/Personnel	10.1	25.2

Given that these are not time consuming tasks (see Table 2.33), but used by almost half of counsellors, it would appear that they are used as a means of quick referral.

It is regretful that these contacts are not more significant, considering the need for third party intervention, according to the obstacles that students have in that area. It is also a subject of regret that so little contact appears to be made with employers (see Table 2.33).

The counsellors also believe that they have the personal capability to help with these problems, but apparently do not do so because many of these problems (see Table 2.33) require mentoring, coaching and dealing with third parties, all to which counsellors give very little time, possibly because they are under-resourced.

Extent to which principal and other staff understand the counselling process

There were serious signs of ambivalence about counselling as indicated by the response to the question of whether the principal truly understood the counselling process.

Table 2.18

Principal truly understands counselling process	Percentage of counsellors	Percentage of heads of guidance
Yes	43.5	57.5
Partially	43.5	38.8
No	8.7	2.5
Abstentions	4.3	1.3

The higher percentage of heads of guidance who thought the principal truly understood the counselling process may reflect an administrative alliance by the head of guidance. Or, because heads of guidance represent larger schools, it may be that the principals of these larger schools see a greater need for counselling. In any case, it is alarming that only around half of the principals are perceived as truly understanding the counselling process.

The question was also asked to what extent do other staff in your institution who make referrals to counselling truly understand the counselling service.

Table 2.19

Extent other staff understands counselling process	Percentage of counsellors	Percentage of heads of guidance
Well	29.7	30.0
Somewhat	62.3	61.2
Poorly	6.5	8.8
Not relevant	0.7	0
Abstentions	0.8	0

The two above tables suggest that counselling does not have understanding and support from within the school. It appears that counsellors and heads of guidance need assistance to become more effective advocates of the counselling service.

Supervision

Counsellors were asked to indicate the type of supervision they receive and heads of guidance were asked about the supervision they give their counsellors. The following chart summarizes their answers.

Table 2.20

Supervisor discusses:	According to counsellors	According to heads of guidance
Client issues		
Once a week	9.4	26.3
Once a month	11.6	15.5
Once a year	8.7	1.3
As needed	45.7	37.5
Never	10.9	1.3
Abstentions	13.7	18.1
Administrative issues		
Once a week	13.0	30.0
Once a month	13.8	23.8
Once a year	7.2	2.5
As needed	44.9	25.0
Never	10.1	0.0
Abstentions	11.0	18.7

The differences that are apparent in these charts may indeed be typical of differences between the responses of any two levels of an organization. It would appear that the supervision that heads of guidance think they provide is much less apparent to the counsellors. This may be a universal phenomenon.

Performance review

Counsellors were asked to indicate the types of performance review that they receive, and heads of guidance were asked what types they gave, with the following results.

Table 2.21

	Appraisals received Percentage of counsellors	Appraisals given Percentage of heads of guidance
Self-assessment	66.7	
Client's feedback	64.5	
Peer review	31.2	18.8
Case conferencing	29.7	38.8
Group problem-solving	19.6	28.8
Expert review	16.7	3.8
Group presentations	10.9	12.5
Coaching	6.5	27.5
None	7.2	
Written review	13.8	

Counsellors were asked how frequently they get performance reviews, and heads of guidance were asked how frequently they gave them, with the following results.

Table 2.22

Frequency of appraisal	Received Percentage of counsellors	Given Percentage of heads of guidance
At least once a year	20.3	20.0
Only on counsellor's request	18.1	18.8
Once every 2 years or so	44.2	18.8
Abstentions	17.4	42.4

It is clear that the counsellors must rely on themselves and their clients for any review of their work.

It must be concluded that there is a serious lack of leadership in the administration of the school counselling service.

C. Client Characteristics

Some data on client characteristics were presented in Chapter 1. Client information that provides a more detailed picture of the counselling service, or areas of discrepancy between counsellors and heads of guidance are presented in this section.

i. Types of clients

Heads of guidance perceived a slightly different mix of clients than did counsellors. Heads of guidance reported fewer aboriginal peoples, visible minorities, and at-risk students as belonging to the main client group, but more at-risk students, immigrants and families as belonging to the secondary client group. Their greater awareness of immigrants may reflect the larger communities from which they come. Generally, however, there was much agreement between counsellors and heads of guidance on the client populations.

ii. Client outcome expectations

Counsellors were asked about their clients' expectations when they first came to counselling. Sometimes clients' expectations change in the course of counselling and counsellors were asked to check the clients' initial and later expectations. The following table indicates the initial and later expectations, the extent of change between them, and the meaning attached to the items. All figures are in percentages of counsellors who selected the items. The respondents were invited to check as many items as appropriate.

It is clear from the table below that some form of career planning is the most prevalent "initial expectation" when students go to the school counsellor (see items ranked 1, 3, 4, 6, 7). Items ranked 2 and 5 relate to stay in school issues, and it is gratifying to see that students are bringing these issues to their counsellors. It is interesting to note that the changes in the client's expectations, according to the counsellors, have moved beyond career information (which presumably has been satisfied) in the direction of self-management, self-agency, and employability. This finding is supported by the rank order of "later expectations". Thus it might be said that the counselling goals remain in the career area and move from planning to preparing for action.

Table 2.23

Items that increased over initial expectations (in decreasing order of magnitude of change)

Rank of initial expectation	Topic Outcome	Expectations Initial	Later	Change in %	Meaning
16.5	Accept responsibility for taking action	24.6	46.4	21.8	Self-agency
24	Able to reduce employment barriers	9.4	26.1	16.7	Employability
21	Motivation to seek work	15.9	32.6	16.7	Employability
11.5	Capacity for self-direction	36.2	50.0	13.8	Self-agency
17	Self-esteem in relation to work	23.9	37.7	13.8	Employability
19.5	A job	16.7	29.0	12.3	Employability
22	Understand own employment barriers	15.2	23.9	8.7	Employability
13	Decrease self-defeating behaviours	31.9	40.6	8.7	Self-management
14	Clarity on balancing work, family, leisure and study	31.2	37.0	5.8	Self-management
19.5	Acceptance in training	16.7	22.5	5.8	Specific outcome
25	Support for remaining in income support	4.3	10.1	5.8	Advocacy
16.5	How to access labour market info.	24.6	29.7	5.1	Information
23	Enrolment in income support prg.	10.9	11.6	0.7	Specific outcome
11.5	Learn job search skills	36.2	36.2	0.0	Employability

Items that decreased over initial expectations (in decreasing order of magnitude of change)

Rank of initial expectation	Topic Outcome	Expectations Initial	Later	Change in %	Meaning
1	Information about career options	84.8	26.8	58.0	Career planning
9	Increased social support	55.1	19.6	35.5	Increased self-management
3	Clarity about own interests and aptitudes	70.0	36.2	33.8	Career planning
2	To stay in school	71.0	39.1	31.9	Career planning
6	Information about jobs available	58.7	27.5	31.2	Career planning
8	Acceptance in educational institution	55.8	32.6	23.2	Career planning
4	Clarity about appropriate career choices	64.5	42.0	22.5	Career planning
15	Avoid responsibility for taking action	26.1	3.6	22.5	Increased self-agency
5	Motivation towards studies	60.9	45.4	14.5	Self-agency
7	Clarity about a career path	58.0	47.1	10.9	Career planning
10	Career/employment action plan	47.1	39.1	8.0	Career planning
18	Employment crisis resolution	22.5	18.1	4.4	Specific outcome

Many of the changes in expectations, such as accepting responsibility for taking action, ability to reduce employment barriers, motivation to seek work, capacity for self-direction, etc., are indicative of the learning outcomes that result from counselling. Learning outcomes are: precursors (changes in attitudes which develop readiness for follow-through action), self-awareness, opportunity awareness, decision-making skills, and transition skills. These learning outcomes have been demonstrated to be significantly correlated with subsequent careersatisfaction and success, thus they are the prerequisites of socio-economic outcomes of counselling.

Heads of guidance were asked to check the outcomes that they thought most of their students could expect to gain as a result of counselling with the following results.

Table 2.24

%	Item	Meaning
93.8	To stay in school or education program	Career planning
88.8	Information about career options	Career planning
86.3	Increased capacity for self-direction	Self agency
86.3	Clarity about own interests and aptitudes	Career planning
85.0	Increased motivation towards studies	Self agency
81.3	Clarity about appropriate career choices	Career planning
70.0	Acceptance in an educational institution	Career planning
67.5	Clarity about a career path	Career planning
62.5	Learn job search skills	Employability
61.3	Accept responsibility for taking action	Self agency
57.5	Career/employment action plan	Career planning
55.0	Decrease in self-defeating behaviours	Self agency
51.3	Increased social support	Self management
47.5	Information about jobs available	Career planning
38.8	Increased self-esteem in relation to work	Employability
38.8	How to access labour market information	Career planning
36.3	Clarity about how to balance work, family, leisure and studies	Self agency
36.3	Understand own employment barriers	Employability
28.8	Increased motivation to seek work	Employability
16.3	Acceptance in training	Career planning
16.3	Able to reduce employment barriers	Employability
10.0	A job	Employability
7.5	Employment crisis resolution	Specific outcome
6.3	Enrolment in an income support program	Specific outcome
5.0	Avoid responsibility for taking action	Self agency
2.5	Support for remaining in income replacement program	Self agency

Heads of guidance, more than anything else, saw that students could expect to get counselling that could help them stay in school. Self-agency and career planning were other areas that heads saw clients with large expectations, as did counsellors. Therefore, there appeared to be little difference in the expectations that counsellors saw in their clients, and that heads of guidance thought that clients might expect of the counselling service.

iii. Extent client expectations are met

The questionnaire did not provide any information on the extent to which the initial expectations were met, but counsellors were asked if the later expectations for counselling were met, and 55% replied that they were, but 24.6% declined to answer that particular question. It is difficult to interpret the relatively large proportion of counsellors who declined to answer this question. Presumably they had not thought about, or could not speculate about, the extent to which client expectations were being met in counselling. It may relate to the fact that evaluation is not done to any great extent. Only 21% of school counsellors and 20% of heads of guidance reported that central offices (school boards or departments of education) develop and monitor methods of assessing the effectiveness of counselling. Furthermore, as depicted in Table 1.6, evaluation

does not seem to be a priority with counsellors, as little systematic evaluation is done. Thus, the systematic evaluation of counselling is not done to any great extent in educational settings and perhaps this is one reason why as many counsellors did not identify how many clients had their expectations met.

D. Counsellor Characteristics

i. Education and training

Counsellors were asked about their education and training and the following information was obtained.

Current training

Counsellors were asked the following question "For each of the topics listed below, please check (✓) any training you have received, and rate how adequate it was (use **A** for good, **B** for adequate, **C** for inadequate, and **D** for poor). If you have taken more than one training in a given box, please place the number of training in the box rather than a check (✓)." The results are tabulated in percentages in the following table. The third column indicates the preferences for training as expressed by counsellors. The fourth column indicates the training that the heads of guidance think their counsellors should take. Theses two data sets are presented side by side for ease of comparison. The full chart of the view that heads of guidance have concerning their counsellors' training is presented following the chart of counsellors responses.

The percentages in the rating columns total the percentages who took the training. A "value index" (VI) was created for credit courses by dividing the percentage of respondents who rated the course as A (good) by the percentage rating it B (adequate). The larger the value, the more positively rated was the course.

Table 2.25 SECONDARY SCHOOL COUNSELLORS

Topic	I have not received this training	I would like to take training in this area	Heads would like counsellors to take training in this area	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
				No. taken	Rating	VI	No. taken	Rating	No. taken	Rating	No. taken	Rating
Basic interviewing	4.4	1.5	5.0	1=58.4 3=1.5	A=17.5 B=15.3 C=0.7	1.1	1=6.6	A=0.7 B=3.6 C=0.7	1=5.1	A=0.7 B=0.7	1=20.4	A=5.1 B=1.5 C=1.5
Individual counselling	0.7	0.0	3.8	1=67.9 2= 0.7 3= 2.9	A=26.3 B=13.1 C= 1.5	2.0	1=3.6	A=1.5 B=0.7	1=6.6	A=4.4 B=0.7 C=0.7	1=25.5	A=6.6 B=2.9 C=0.7
Group counselling	2.2	5.8	7.5	1=55.5 2= 0.7	A=13.9 B=15.3 C= 4.4	0.9	1=8.8	A=1.5 B=0.7 C=0.7	1=10.2	A=2.9 B=0.7 C=0.7 D=0.7	1=21.2	A=3.6 B=2.9 C=2.9
Cross-cultural counselling	28.5	14.6	23.8	1=11.7 2= 0.7	A=3.6 B=1.5 C=2.2	2.4	1=11.7 2= 0.7	A=2.2 B=0.7 C=0.7	1=9.5 6=0.7	A=1.5 B=1.5 C=0.7	1=2.9	C=0.7
Career counselling	2.2	1.5	3.8	1=55.5 2= 0.7 3= 1.5	A=15.3 B=14.6 C= 2.9	1.0	1= 5.1	A=1.5 B=1.5	1=8.8 4=0.7	A=2.9 B=2.2	1=27.0	A=2.9 B=5.1 C=1.5 D=0.7
Theories of career development	11.7	0.7	2.5	1=44.5 2= 1.5	A=14.5 B=10.9 C= 2.2	1.3	1=8.0 2=0.7	A=0.7 B=0.7 C=1.5	1=2.9	B=0.7	1=19.0	A=3.6 B=2.9 C=0.7
Group career counselling	16.1	6.6	*	1=34.3 2= 0.7	A=9.5 B=8.8 C=2.9	1.1	1=5.8 2=1.5 3=0.7	A=0.7 B=2.2 C=0.7	1=5.8	B=1.5 C=0.7	1=13.1	A=1.5 B=1.5 C=2.2
Tests	6.6	3.6	8.8	1=54.0 2= 0.7	A= 8.8 B=14.6 C= 4.4 D= 1.5	0.6	1=8.8	B=3.6	1=2.9		1=15.3	A=3.6 B=2.2 C=1.5
Employment counselling	22.6	11.7	22.5	1=16.8 3-0.8	A=2.9 B=3.6 C=3.6	0.8	1=10.9 2= 0.7	A=1.5 B=1.5	1=7.3	A=1.5 B=1.5	1=7.3	B=0.7 C=0.7

Topic	I have not received this training	I would like to take training in this area	Heads would like counsellors to take training in this area	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
				No. taken	Rating	VI	No. taken	Rating	No. taken	Rating	No. taken	Rating
Rehabilitation counselling	46.7	8.8	10.0	1=5.1	C=2.2	0.0	1=3.6	B=0.7	1=2.9	A=1.5 B=1.5 C=0.7	1=0.7	
Labour market information	32.1	17.5	21.3	1=12.4	A=2.2 B=3.6 C=2.9 D=0.7	0.6	1=8.8 5=0.7	A=1.5 B=2.2 C=0.7	1=7.3	B=2.2 C=0.7	1=2.9	A=0.7 B=0.7
Career/Occupational information	6.6	10.2	12.5	1=34.3 3= 0.7	A=8.8 B=4.4 C=2.9 D=0.7	2.0	1=8.8 2=0.7 3=0.7	A=2.2 B=0.7 C=0.7	1=11.7	A=1.5 B=5.1	1=12.4	A=0.7 B=2.9 C=0.7
Program development	18.2	7.3	5.0	1=29.2 2= 0.7	A=5.0 B=8.8 C=0.7	0.6	1=8.8	A=1.5 B=3.6	1=3.6	B=1.5 C=1.5	1=9.5	A=1.5 B=0.7
Supervised counselling	21.9	5.1	7.5	1=33.6	A=10.2 B= 7.3 C= 1.5	1.4	1=2.9	B=1.5	1=2.2	A=0.7 B=0.7	1=8.8	A=2.2 B=0.7
Counselling aboriginal peoples	0.7	0.7	1.3	0			0		0		1=2.2	B=0.7
Counselling women	0	0.7	1.3	0			1=0.7		0		1=1.5	B=0.7
Counselling disabled	0	0.7	0.0	0			0		0		1=1.5	
Counselling multicultural	0	1.5	1.3	1=0.7	B=0.7	0	1=0.7		1=1.5	B=0.7 D=0.7	1=1.5	

* Not asked in this questionnaire

Examination of the above table reveals that most training has taken place through credit courses, with 5 day workshops being the second most used method (presumably of continuing education). A number of topic areas have been studied by between 19 and 27% of counsellors in the 5-day format. School counsellor's preferences for further training (where more than 10% expressed an interest in a topic) are in the following order of preferences: cross-cultural counselling, labour market information, employment counselling, and career/occupational information. It seems that up to half (51.8%) of school counsellors are interested in career counselling-related courses but not more than 17.5% in any one topic. The areas in which they have had the least training are rehabilitation counselling, labour market information, cross-cultural counselling, employment counselling, program development, group career counselling, and theories of career development. All of these have not been studied by at least 10% of school counsellors. It is notable that group career counselling is among this list but there is very little interest in studying the subject. This accords with the fact that group career counselling is not very widely used. One can speculate that the legacy of group counselling in a sensitivity training context is precluding the viability of a group delivery format for educational programs and skill training interventions aimed at teaching adolescents the skills involved in career exploration and life planning.

The value indexes giving high ratings to courses were: cross- cultural; individual, and career/occupational information. Very low ratings were given to multicultural, rehabilitation, tests, and labour market information courses.

Heads of guidance were asked to describe the training that their counsellors have and need. The following chart presents the results.

Table 2.26

Topic	None has received this training	I would like a counsellor to take training in this area	At least one has taken a credit course at college or university (or equivalent) in this area	At least one has taken six hours of training in this area	At least one has taken a workshop or seminar of 2 to 4 days in this area	At least one has taken a workshop or seminar of 5 or more days in this area
Basic interviewing	1.3	5.0	45.0	8.8	6.3	32.5
Individual counselling	1.3	3.8	45.0	7.5	6.3	33.8
Group counselling	2.5	7.5	43.8	10.0	12.5	27.5
Cross-cultural counselling	17.5	23.8	17.5	10.0	6.3	13.8
Career counselling	-	3.8	42.5	10.0	8.8	30.0
Theories of career development	5.0	2.5	40.0	8.8	3.8	26.3
Tests	2.5	8.8	51.3	8.8	5.0	11.3
Employment counselling	22.5	7.5	18.8	8.8	7.5	11.3
Rehabilitation counselling	47.5	10.0	2.5	5.0	5.0	3.8
Labour market information	27.5	21.3	6.3	10.0	5.0	2.5
Career/Occupational information	2.5	12.5	27.5	18.8	12.5	17.5
Program development	13.8	5.0	28.8	13.8	3.8	13.8

Topic	None has received this training	I would like a counsellor to take training in this area	At least one has taken a credit course at college or university (or equivalent) in this area	At least one has taken six hours of training in this area	At least one has taken a workshop or seminar of 2 to 4 days in this area	At least one has taken a workshop or seminar of 5 or more days in this area
Supervised counselling	12.5	7.5	28.8	3.8	6.3	20.0
Counselling aboriginal peoples	-	1.3	1.3	1.3	-	-
Counselling women	-	1.3	-	1.3	-	-
Counselling multicultural	-	1.3	2.5	-	-	-
Counselling disabled	-	-	1.3	-	-	-

It is very important to note that heads of guidance are more enthusiastic about counsellors taking training than are the counsellors themselves. As their priorities for training are very similar to the counsellors, it would appear that the heads of guidance would clearly support any appropriate training arrangement for counsellors and perhaps should be enthusiastic about encouraging counsellors to take training. A comparison of the columns of the two charts appears to lead to the conclusion that heads of guidance have overestimated the credit courses taken by the counsellors, and underestimated the number of workshops and seminars attended.

Courses and workshops

Counsellors were asked to list the courses or workshops they had attended in the last year, and heads of guidance were asked to indicate the courses and workshops that were provided to counsellors which gave the basis for the following table.

Table 2.27

Topic	Percentage of counsellors who took training	Percentage of heads of guidance who provided training
Special counselling techniques	73.1	46.4
Conferences	26.8	6.4
Development of counselling relationships	24.6	8.8
Employment, career	21.7	23.8
Background theory and knowledge	21.0	-
Administrative	16.7	5.1
Sexual abuse/harassment	13.8	10.1
Trauma, suicide	12.3	50.3
Education/teaching techniques	10.1	3.8
Substance abuse	7.8	11.3
Program planning	7.2	3.8

The range of topics indicates the great variety of issues with which the school counsellor must deal. Given this, it is noted that career and employment counselling is the second most frequent of the "targeted" topics (after the development of counselling relationships). Program planning received the least attention.

It will be recalled that counsellors are looking for training in cross-cultural counselling, labour market information, and career/occupational information. It would appear from this list of courses and workshops that they have not found training opportunities in these topics.

Heads of guidance have supported training notably in trauma/suicide, and special techniques. A thematic analysis of the titles of the seminars and workshops indicated that their focus was on the following populations.

Table 2.28

Topic	Percentage of counsellors	Percentage of heads of guidance
General population	91.3	98.2
Skill improvement/professional development	100.0	53.9
Adolescents, youth	23.2	17.7
Immigrants, visible minorities	4.3	8.9
Facility upgrading/improvement (ex. ergonomics, optimizing space, choosing computers, etc.)	-	6.3
Women	9.4	5.1
Family	8.7	3.9
Co-op educators	1.4	2.6
Unemployed	0.7	1.3
Prenatal, infant care	-	1.3

Counsellors and heads of guidance were asked the duration of the courses and workshops that they attended or provided. The following table indicates that the most popular format was one, two and three days, respectively.

Table 2.29

No. of days	Percentage of counsellors	Percentage of heads of guidance
0.25	10.9	6.5
0.50	25.4	32.6
0.75	3.6	0
1.00	87.7	87.6
1.50	3.6	0
2.00	68.8	40.1
2.50	3.6	0
3.00	37.0	12.6
4.00	6.5	0
5.00	11.6	3.9
6 or more	22.8	3.5

There were 12.1% of counsellors (and none of heads of guidance who indicated that they attended courses spanning longer than 20 days. These "courses" referred to programs in which counsellors were enroled (e.g., master's programs or guidance diplomas). It appears that this form of continuing education is of interest to a relatively few counsellors.

It would appear that the most appropriate method of providing counsellors with training during the school year would be in one or two day formats.

Who should deliver counsellor training?

Counsellors were asked who should be responsible for delivering counsellor training programs in career counselling. They were asked to rank order their preferences. The following table indicates the percentages of counsellors' rank order in columns 1 to 5. From this data the cumulative rank percentages were calculated and these are presented in column 6. The difference in cumulative ranks across columns in the tables reflects differences in the number of respondents. However, within each column, the higher numbers represent more preferred rankings.

Table 2.30

	1	2	3	4	5	6 Cumulative rank
Colleges/Universities	46.4	10.9	4.3	8.7	5.8	105
Dept of education	21.7	13.8	21.0	5.1	1.4	87
EIC	26.1	10.9	6.5	8.7	11.6	88
Employers of counsellors	13.0	7.2	9.4	12.3	8.0	69
Counsellor associations	32.6	13.0	9.4	5.8	10.9	99

The same question was put to the heads of guidance with the following results.

Table 2.31

	1	2	3	4	5	6 Cumulative rank
Colleges/Universities	36.3	7.5	7.5	7.5	10.0	55
Dept of education	20.0	10.0	10.0	8.8	5.0	43
EIC	22.5	8.8	12.5	8.8	3.8	45
Employers of counsellors	12.5	8.8	6.3	7.5	13.8	40
Counsellor associations	31.3	15.0	8.8	5.0	2.5	50

In order of preference both counsellors and heads of guidance ranked post secondary educational institutions first, followed by counsellor associations, Employment and Immigration Canada, provincial departments of education, and finally employers of counsellors such as school boards. It is interesting to note that both groups gave training provided by their school boards the lowest priority.

Who currently provides training in career counselling?

Respondents were asked what organization in their area now provides training in career counselling. Their responses are depicted below.

Table 2.32

	Percentage of counsellors	Percentage of heads of guidance
Universities	40.6	31.3
EIC	8.7	6.3
Department of education	8.7	7.6
Provincial associations of counsellors	11.6	8.8
Colleges	5.8	10.1
School boards	5.8	11.3
Provincial governments	5.1	8.8

It is to be noted that only 40.6% of counsellors and 31.3% of heads of guidance indicated that a university in their area provided training in career counselling.

It has been suggested that counsellors have given as much emphasis as they did to associations providing the training because they believe that such organizations are more likely to be responsive to the needs for training and design training that is practical and realistic. Counsellors probably also see the associations as less encumbered by bureaucracy, more responsive, able to mount courses more quickly and more easily, able to address areas that do not fit neatly into a "course" length or format that universities seem bound to. It is worth noting that Employment and Immigration Canada ranks third as a source of training in career counselling. This may suggest that the competency-based training programs developed by EIC for the training of its employment counsellors is familiar to school counsellors and respected by them. Therefore this training might be made available to all school counsellors.

Should there be a method of crediting experiential learning?

Counsellors were asked if they believed there should be a method of crediting informal or experiential learning within the training system for counsellors. A majority of counsellors (65.2%) said yes, while 28.3 said no and 6.5% did not respond.

Conference attendance

Conferences and workshops are often an alternate source of training and networking for counsellors. Heads of guidance were asked if they sent their counsellors to conferences, and if yes, the average number of days they would attend. A majority of heads of guidance (80%) said they sent their counsellors to conferences, 15% said they did not (5% did not respond to this question). The average number of days that counsellors would attend conferences, according to heads of guidance, was 2.8 days.

As reported in Table 1.11, it appears that a majority of counsellors must pay at least some of their expenses when attending conferences. Approximately two-thirds (66.3%) of heads of guidance also indicated that their counsellors must pay at least some of their conference expenses.

iii. Counsellor time and tasks

The following table compares the percentage of counsellors indicating their five most time-consuming counselling tasks, and the percentages of heads of guidance indicating their top five priorities for counsellors.

Table 2.33

TASKS	Counsellors	Heads' Priorities for Counsellors
Case Management	15	22.6
Administer the program	1.5	10.0
Recruit clients	.7	2.5
Arrange training or job search services	4.3	0.0
Determine with the client the service required		
Administration		
Prepare notes on interview or client	8.7	2.5
Clerical tasks	25.6	2.5
Select and approve clients for specific program	4.3	1.3
Document program candidates	2.2	0.0
Recommend or OK program expenditures	2.2	0.0
Counselling		
Personal (relationship, crisis, abuse, etc.)	61.6	82.6
Teach assertiveness, stress management, etc.	9.4	*
Educational	25.4	*

TASKS	Counsellors	Heads' Priorities for Counsellors
Career and employment		
Assist client develop a career action plan	32.6	56.4
Train in decision skills	6.5	56.4
Counsel for skills enhancement	.7	27.6
Train in job search	.7	16.4
Counsel for job maintenance	0.0	15.1
Interpret tests	0.7	11.4
Determine client's needs and/or objectives	0.7	8.8
Conduct registration or intake interview	6.5	5.1
Interpret services to client	5.8	3.9
Provide client with information for career choice	0.7	1.3
Mentoring	6.5	21.4
Coach	0.7	11.4
Teach or train	0.0	5.1
Help client to follow through on decision	0.7	2.6
Help client develop job search skills		
Working with 3rd Parties		
Liaise with relatives	0.0	8.8
Networking with other agencies	2.2	16.3
Employers	1.5	1.3
Consumer groups	0.0	1.3
Consult with other specialists	0.0	2.6
Refer client to a job vacancy	0.0	0.0
Act as a consultant to others	0.0	0.0
Counsel family of client	0.7	6.3
Interview employers to obtain job information	0.0	1.3
Liaise with agencies in the community	0.0	13.8
Liaise with other career counselling agencies	0.0	6.3
Refer clients to other sources for help	0.0	13.8
Make representations on behalf of clients	0.0	6.3
Document programs and services needed by clients but not available	1.5	1.3
Arrange for, or assist with, support services	0.0	10.1

* Not asked

There are a number of important differences between the most time consuming tasks of counsellors and the priorities emphasized by the heads of guidance. Admittedly, high time consumption and high priority may not be identical, but significant differences may call into question the extent to which high priority items are given priority in practice. Following the sequence of items in the chart, it is apparent that heads of guidance appear to give greater priority to: administering the guidance program, recruiting clients for counselling from among the student body, personal counselling, many aspects of career development, mentoring and liaising with third parties, than counsellors appear to give. On the other hand, counsellors devote much more time to clerical duties, which might be their interpretation of administering the program. Other than this, their high time-consumption items are more modest in breadth than are the heads' expectations. This discrepancy between the priorities of heads of

guidance and the priorities of counsellors is important because if counsellors chronically behave in a manner that is discrepant with their guidance heads' priorities, it will be difficult for heads to lobby strongly on behalf of the guidance and counselling program. The differences reported above may reflect a difference in values or simply a communication gap. Regardless of the reason for the discrepancy, counsellors and guidance heads would do well to work towards establishing consistency between priorities and current practices.

Methods used by heads of guidance to indicate counselling priorities

Heads of guidance were asked how they communicated their priorities for work tasks to the counsellors. The principal methods were as follows:

Table 2.34

	Percentage of heads of guidance
Meetings	18.8
Stated in policies and mandate	7.5
Counsellors decide on the priorities	7.5
Common knowledge	3.8
Cooperative planning	3.8
I'm the only one	3.8
All tasks are important	1.3
Verbally	1.3
Presentations	1.3
Clients state priorities	1.3
Abstentions	52.5

Over half of the heads of guidance did not answer this question, suggesting that they did not have an identifiable method for communicating their priorities to the counsellors. This may account for a large part of the discrepancies between the priorities of heads and the practices of counsellors reported in Table 2.33.

It is another indication of the lack of leadership shown in counselling circles.

E. Summary

School counsellors clearly have a mandate to service their student population, primarily in the areas of career counselling, personal counselling, and education/training advising. Over 90% of the heads of guidance reported that career counselling was a medium or high priority. However about one-fifth of the counsellors reported having to turn people away because of mandate or funding restrictions, centring primarily around lack of staff or limited resources, focused mainly on short-term counselling. The average counsellor works about 30 hours a week as a counsellor, but one-fifth of the respondents reported working less than 20 hours a week as a counsellor, presumably with classroom teaching duties filling in the rest of their time. On the average, counsellors see about 40 clients per week and the clients receive, on average, three interviews during the course of counselling. Three-quarters of the clients seek counselling

voluntarily and about half of the counsellors said they see clients mainly on a "drop-in" basis. According to heads, counsellors are able to see 95% of the students who request counselling.

Although the counsellors responding to the questionnaire represented the broad spectrum of community sizes, the heads of guidance tended to come from larger centres, suggesting that smaller centres did not have a designated guidance head. In cases where there was a head of guidance, there typically were four counsellors working in a school, the head of guidance also worked as a counsellor, and there was no other counselling supervisor working at the school or board level. Although there often was a central office that provided resource materials, that office typically did not provide support in areas such as policy, evaluation, or the development of new counselling methods. Thus, counsellors feel that they are not very well supported by "headquarters" at the ministry and board levels, or by their principals and their teacher colleagues. They are aware that there is a general dissatisfaction with their work, but very seldom do they get much leadership support, any kind of performance appraisal, or even regular supervision. When some sort of supervisory interaction does take place, chances are it is focused on administrative issues rather than on the counsellor's work with clients.

In schools, equity issues, are not as much to the fore as some advocacy groups might hope, however counsellors believe them to be a regular feature of the counselling service. Still, the majority of schools do not have an equity staffing policy and although half of the counsellors are female, there is sparse representation from other designated equity groups. There would appear to be a need to recruit aboriginal peoples, visible minorities, and persons with disabilities into the school counselling profession.

The concepts, of caseloads and waiting lists, that are typical of social agencies, do not appear to have a counterpart in the secondary school system. Counsellors do see a lot of students per day and they do claim to be overburdened, which is not surprising when they are in a continuing process of down-sizing. However, without better data attesting to the overburden, counsellors likely will have a difficult time retaining their current level of resources.

The clients who come to school counsellors are, as expected, primarily high school students, with at-risk adolescents, families, social assistance recipients, and post-secondary students comprising substantial secondary client populations. According to counsellors and heads of guidance, the prime reasons for students seeking guidance and counselling are: career decision-making, education/training selection, and personal problems, all in about equal proportions. These three problem areas also are more frequently the underlying counselling issue than are other concerns, such as, social problems or substance abuse. The students come to counselling seeking information about career options, clarification about their interests, aptitudes and other factors involved in making appropriate career choices, and various topics pertaining to staying in school, like remaining

motivated towards their studies. Counsellors also notice that students face many obstacles that impede their progress in counselling, like lack of self-confidence, low motivation to change, peer pressures, and family responsibilities. Counsellors notice that during counselling, student expectations tend to move beyond career information, which presumably they have satisfied, to factors involved in following through on their career decisions, like becoming more self-directed, accepting more responsibility for taking action, and decreasing self-defeating behaviour. These changes in expectation represent important precursors to changes that have been shown to directly impact the labour market and 67% of the counsellors saw their service as supporting long-term labour market self-sufficiency on the part of the students. Therefore it is clear that career counselling is the centre-piece of the students' counselling needs.

High school counsellors have a higher level of education than counsellors in community agencies or CECs, and are older, more experienced, more highly paid than their counterparts in the other three sectors surveyed. Although all counsellors need to belong to a teacher's union as a condition of their employment as school counsellors, a substantial portion of them do not see the teacher's union as representing their counselling interests in the work place.

According to their time allocation, all school counsellors engage in some activities connected with career counselling, however, they spend the majority of their time doing individual counselling, a task that is in line with the expectations of heads of guidance (although discrepant with the presenting problems of their students). Although the client expectations for counselling suggest the appropriateness of activities like group counselling, mentoring, coaching, and intervention with third parties, counsellors spend negligible time on any of these issues. Counsellors do have contacts with a variety of "outside" organizations, especially social services and career/placement centres. These contacts are important in terms of the needs that students have, but they appear to consume very little counsellor time, which suggests that they may serve in "crisis" situations, but not be as helpful in the growth and empowerment of the student as may be required. Counsellors have very, very few contacts with employers. About 25% of counsellors report that one of their five most time consuming tasks is of a clerical nature, which is very high priced clerical help, and suggests that some changes in the duties of counsellors might be important.

Although two-thirds of the schools have a career resource library, there is a problem of insufficient material resources for career counselling. Thirty four percent of counsellors indicate that they are short of occupational descriptions, for example. Both counsellors and heads of guidance reported having sought but been unable to locate information on employment programs, a manual on career and employment counselling and a manual on counselling program materials. School counsellors and heads of guidance would like to have a closer relationship with CECs and believe that it would help the students as well as themselves. There have been substantial cutbacks of resources, and counsellors are exhibiting some burnout that does not help their counselling. It thus appears that career

counselling libraries are substantially under-resourced and that EIC is perceived by school counsellors as the logical organization to develop and provide these materials.

It appears that school counsellors have actively participated in workshops and conferences of a professional development nature. Their training interests are varied, as evidenced by the observation that less than 20% of counsellors were interested in taking any one specific course suggested by the questionnaire. The greatest demand for training was in labour market information (an area for which training is very difficult to obtain). The second largest demand is for training in cross-cultural counselling. The most frequent duration of professional development seminars are 1 day, 2 days and 3 days (in declining order). Therefore efforts to provide needed training (such as labour market information or cross-cultural counselling) should aim for one or two day formats.

Counsellors consider colleges and universities to be the preferred sponsor of training, likely because such training typically has a positive impact on their salary. However, school counsellors also saw professional associations as playing an important role in professional development. Considering the frequently long lead time required for a university to approve a new course, it would be seem advantageous to explore the provision of additional training through existing associations, possibly in collaboration with EIC and/or the departments of education.

It does appear that counsellors and heads of guidance believe that they are having an impact on their students and that their counselling is about as good as anywhere else. However, they lack the evidence to support these claims. At the same time, they believe that their superiors are frequently dissatisfied with the apparent results of counselling – even so they have not encouraged some form of objective evaluation. The low priority set on evaluation of counselling is a worrisome finding, as it appears to be a characteristic of the entire education system – education officials at the departments of education and school boards have not given much support to the development of appropriate evaluation instruments, or to the implementation of even rudimentary evaluation techniques. Clearly, there is a great need to develop and implement an appropriate evaluation system for school counselling. Our data show that the counselling staff seldom review their program or services for the purpose of making substantial changes. When they do review their programs, they do not involve the students in that review, and as stated earlier they do not regularly analyze client outcomes. There is a need for school counsellors to have a regular approach to program design, review and evaluation that involves direct input form the various stakeholder groups, administrators, teachers, colleagues, and students.

Chapter 3

A Further Look at College/Cegep Counsellors

A total of 31 persons who returned the questionnaire for counsellors in educational settings indicated that they were counsellors in colleges or Cegeps. Only 15 respondents indicated that they were managers of college/Cegep counselling services. Because of this small number, the analysis in this section is based on the replies only of those respondents who said that they were counsellors. This chapter contains information that was not reported in Chapter 1.

A Counselling Environment

i. Nature of service

Counsellors were asked to describe the nature of their service through a number of variables.

Marketing

Counsellors were asked how they informed students about their services. According to the responses, the following methods are used to promote awareness of the counselling service.

Table 3.1

Method	Percentage of counsellors
Brochures, posters, flyers	90.3%
Guest appearances (announcements, workshops, course modules) in other instructor's classes	71.0%
School, college or university newspaper	58.1%
Direct contact (by phone or in person)	51.6%
Community notice boards	38.7%
Public service announcements on closed circuit television in your institution	32.3%
Newsletters	19.4%

A majority of counsellors indicated the use of printed materials as the primary means of promotion, but given the popularity of student newspapers, it is disappointing to see that this vehicle is not used more frequently to promote campus counselling services.

Caseload

Respondents were asked questions about their caseloads.

Table 3.2

	Counsellors
Size of waiting lists	
Mean number of clients	61.3
Abstentions (%)	77.4%
Question is not appropriate (%)	48.4%
No. clients seen per day	
Mean overall	
Mean if seen on drop-in basis	6.3
Mean if seen on appointment basis	5.4
Size of active caseload	
Mean	46
Abstentions (%)	67.7
No. of clients seen per week	
Mean	11.3
Abstentions (%)	71.0%
Do you have too many clients to handle adequately?	
Yes (%)	41.9
No (%)	48.4
Abstentions (%)	9.7

Counsellors were asked to fill in the blank to the question: "My active caseload is ___ clients". According to about one-third of the respondents the average caseload of college/Cegep counsellors is 46. Two-thirds of counsellors did not answer this question which is a strong signal that in spite of pre-testing the questionnaire, respondents did not seem to find the term "caseload" to be meaningful.

Counsellors were asked to indicate the number of their caseload that they see per week. The average number of clients seen in a week was 11.3, however two-thirds of the counsellors declined to answer this question.

A caseload of 11.3 clients per week for a counsellor is not high, but suggests that many clients may get a rather thorough counselling intervention. The fact that the counsellors have a rather light caseload appears to be offset by the more extensive career counselling service provided to the clients. And, the fact that most of the respondents did not answer the question about caseloads suggests that either they were reluctant for that particular information to be made public, or they did not have a meaningful concept of number of clients per week.

Counsellors were asked to complete the following statement: "I have a waiting list of _____ clients". The question provided respondents with an opportunity to say "This question is not appropriate for my situation" and 48.4% indicated that it was not appropriate. So the concept of caseload seems to be either inappropriate or non-operational. This is a serious situation and, in a similar way to school counsellors, may be increasing the vulnerability of college/Cegep counselling services.

Respondents were asked the number of clients per day that they saw when they see clients mainly on a "drop-in" basis, and when they operate on an appointment basis. The results are presented in Table 3.2. It is clear, as it was with high school counsellors, that counsellors who keep appointments see fewer clients per day, and thus, it may be argued, provide a more thorough service than those who see clients on a drop-in basis.

Hours per week spent as a counsellor

Counsellors were asked to indicate the number of hours they spent, per week, on counselling related activities.

Initially, it was surprising to note that some counsellors, when asked the number of clients they see per week, indicated they saw as little as 1 client per week, yet when asked "How many hours a week do you work as a counsellor?", the average number of hours is 34.3.

Table 3.3

Number of hours worked as a counsellor	Percentage of counsellors responding
2	3.2
8	3.2
10	3.2
30	9.7
35	38.7
37	6.5
38	19.4
40	9.7
50	3.2
60	3.2
Abstentions 0	

However, when some counsellors spend as little as 2 hours a week counselling, and counsellor may see some clients more than once in any given week, the situation becomes more understandable.

Percentage of clients counselled in groups

It appears that college/Cegep counsellors do very little group counselling (on the average 20.3% of all clients are seen in groups) but one-third of the counsellors left this item out probably because they do not do any groups, so the adjusted average is about 14% of clients being seen in groups.

Table 3.4

What percentage of clients do you counsel in groups?	Percentage of counsellors
1	6.5
2	3.2
3	3.2
5	22.6
10	12.9
20	6.5
70	6.5
80	3.2
85	3.2
Abstentions	32.3
Mean	20.3

One of the authors of this report (Hiebert), working in the counselling centre at a Canadian university, observed that about a quarter of the students who attended group sessions subsequently requested individual counselling sessions. Presumably the other 75% had their needs met through the group sessions. Given the needs it is a pity that there is limited group intervention.

Voluntary and mandatory clients

Counsellors were asked what percentage of their clients came to counselling on a voluntary basis or because they were required to.

Clearly, very few clients access a college/Cegep counselling service because they are required to.

Table 3.5

Mean percentage of clients who come:	
Voluntarily	90.3
Because they have to	13.2

Languages of counselling service

Counsellors were asked the number of languages in which their counselling service was available to their clients. They were also asked to list these languages. The results are presented in the table below.

Clearly, clients whose first language is not one of Canada's two official languages have difficulty obtaining service in their language of origin.

Table 3.6

Number of languages counselling is available	Percentage of counsellors
1	51.6
2	29.0
3	3.2
4	6.5
Abstentions	9.7
Types of languages	
English	80.6
French	38.7
Aboriginal languages/dialects	9.7
Spanish	6.5
German	3.2
Asian languages/dialects	3.2
Unlimited languages possible	6.5

Counselling program

Counsellors were asked about their counselling program using a variety of variables. The results are shown below.

Table 3.7

Counselling program	Percentage of counsellors
Counsellors see only those clients who are referred or ask to meet with them	71.0
Counselling program given to all students	45.2
Group and individual counselling is available on request	90.3
Counselling takes place in response to problem issues:	
identified by the student	54.8
identified by others	29.0
College charges a fee for counselling	6.5

It appears that colleges/ Cegeps do not have a standard program that is administered to all students. Instead, they see mainly clients who are referred or ask to meet with them. Although group counselling is said to be available on request, very little group counselling is done.

About 90% of the clients seek counselling voluntarily, but about one-third of them receive counselling in response to a problem issue identified by others. This may indicate referral from other departments in the college/Cegep or may mean that other people are instrumental in drawing the problem to the clients' attention so that a self-referral can be made.

Service standards

Counsellors were asked if their institution makes every effort to ensure that certain conditions were met. For each area the respondent checked off whether it was a feature: always, usually, sometimes, never or not relevant. The "mean score" was calculated by assigning the values of 4 through 1 to the areas rated "always" through "never" respectively, and calculating the weighted average for all respondents to each item. The mean scores are presented in the following table. The mean score column can be used to rank order the frequency of each area. The highest possible mean score is four (which requires that all respondents indicated that the feature is always a characteristic of their service).

Table 3.8

As providers of counselling services, our institution makes every effort to ensure that:	Mean Scores
1 our facility is fully accessible for disabled clients	3.6
2 our services are open to all students	3.9
3 the career information we provide is accurate	3.4
4 clients experience a continuity of service even if our staff change	3.3
5 our services are appropriate to the age, gender, culture and level of functioning of the client	3.3
6 services are tailored to the unique needs of the client	3.3
7 sufficient and current materials are available to support client efforts	3.0
8 referrals are timely and appropriate to client need	3.4
9 programs are updated regularly to remain current with labour market realities	3.1
10 client outcomes are analyzed and evaluated regularly	2.7
11 adequate attention is given to program review, evaluation and improvement	3.0
12 adequate attention is given to case management	2.7
13 our students are regularly consulted about the planning of our services	2.3
14 adequate attention is given to client follow-up & support	2.8

Many desirable features characterize the college/Cegep counselling service: it is open and accessible to all students, timely, tailored to individual needs, and provides accurate career information. However one can conclude that there is a problem in the design of the program or service in that only "sometimes" clients are consulted about the planning of the services and client outcomes are regularly analyzed and evaluated. It would appear that the counsellors offer a service without consulting regularly with the people for whom the service is intended (i.e., the students), without regularly reviewing or up-dating that service, and without evaluating it.

Counsellors were also asked if their counselling services were delivered in a manner that conveys certain desirable qualities.

Table 3.9

Our counselling services are delivered in a manner that conveys:	Mean Scores
respect for the dignity of each client	3.8
sensitivity to a diversity of cultures	3.6
acknowledgement of social issues (e.g., systemic discrimination) that might impact on the client	3.4
advocacy for our clients	3.5
gender neutrality in choice of vocabulary and imagery	3.4
our services are delivered in a manner that supports long-term labour market self-sufficiency for the student	3.1

Although their services support long-term labour market self-sufficiency on the part of the students ranks last, it is still impressively important for college counsellors considering the relatively high rating. The high attention to advocacy appears somewhat at odds with the relatively little time devoted to interventions with third parties – and especially when the significant category in that area is time spent with consumer groups.

Urgent issues to be resolved in order to improve service

It is regrettable that the questions about caseload and waiting lists were not more meaningful to the counsellors. This presents a potential problem if counsellors have no definable caseload and no waiting list, it will be difficult for them to argue convincingly that they have "too many clients". Yet 41.9% replied yes to the question "Do you have too many clients to handle adequately?" (48.4% percent replied No). The average client gets four counselling interviews.

When asked about what needed to be improved in order to handle the overload the following responses were offered:

Table 3.10

Urgent issues to be resolved	Percentage of counsellors
Follow-up services	29.1
Wait time for initial interview/contact	25.9
Under staffing	25.9
Training and resources to provide counselling the clients need	22.6
Wait time for appropriate service	19.4
Unrealistic expectations on the part of corporate clients, other funders, or superiors	19.4
Clarifying our mandate of whom to counsel	16.1
The way referrals are made to us	16.1
Referral sources (e.g., psychiatric intervention)	16.1
Coordination of internal services	16.1
Providing flexible hours of service (e.g., nights or weekends)	16.1

Those who replied that they had too many clients were asked what had to be attended to in order to resolve the overload. The most urgent need was follow-up services, followed by wait time and understaffing.

Many of the issues which need to be resolved require increases in staff, however such increases are not likely to occur. Counsellors, when asked how the quality of their service fared over the past two years, commented that the quality increased due to better training and available resources. Given the anticipated cutbacks in staff it is important to note the need for follow-up services, and further training and other counselling materials and resources.

ii. Administration

Counsellors were asked to describe administrative characteristics of their counselling service on a number of variables.

Physical environment

The modest number of college/Cegep counselling centres with group rooms reflects the low enthusiasm of counsellors for group service delivery.

Table 3.11

	Percentage of counsellors
Private offices for counselling	100
Group counselling or training room	45.2
Career resource centre or area	83.9

Is there a supervisor of counselling?

Counsellors were asked if there was a supervisor of counselling. Seventy one percent (71%) said that there was such a supervisor, while 22.6% said there was not and 6.4% did not respond.

Agency interface

Although counsellors say that they do not spend much time in contact with external agencies, they do have a range of such contacts of which career/employment related organizations are second only to social agencies and represent contacts by over 19% of counsellors.

Table 3.12

Agency	Percentage of counsellors
Canada Employment Centres	32.3
Community agencies	19.4
Services for special populations	19.4
Family/personal counselling services	19.4
Mental health services	19.4

It is somewhat surprising to see the extent of these contacts with "third parties" when, according to time consuming activities these are rather insignificant (see Table 1.21).

It is regretful that these contacts are not more significant, considering the need for third party intervention, according to the obstacles that students have in that area (see Table 1.21).

Extent to which dean and other staff understand the counselling process

Counsellors were asked if their dean truly understood the counselling process: 41.9% replied yes; 29.0% partly, and 19.4% no. When asked the extent to which other staff understand the counselling process, 71% indicated they understood well or somewhat.

It is clear that college/Cegep counsellors are very aware that their superiors are not their strongest supporters. For example, 22.2% of the counsellors who responded to this question indicated that they felt that their counselling was not meeting any of their superiors' or funders' goals! Over 40% of counsellors did not answer this question which, suggests that they did not know how well their superiors thought the counselling program was meeting expectations, and of those who did respond to the item, 33.4% thought the goals were being met at the 50% level or less. This is a serious situation and can be a substantial source of stress, if ameliorative action is not taken.

Supervision

Respondents were asked to indicate the type of supervision that they receive. The following chart summarizes their answers.

Table 3.13

Supervisor discusses:	Once a week	Once a month	Once a year	As needed	Never	Abstentions
client work	6.5%	6.5%	9.7%	32.3%	22.6%	22.4%
administrative issues	12.9%	19.4%	6.5%	35.5%	3.2%	22.5%

About one-quarter of college/Cegep counsellors do not get any supervisory discussions. When supervisory interactions do occur, the most frequent subjects are administrative rather than counselling. Perhaps the supervisor deals with the counselling issues through case conferencing, group problem solving and group presentations rather than in supervision (see Table 3.14), but it is clear that counsellors perceive themselves as receiving very little supervision of their counselling work.

Performance reviews

Counsellors were asked to indicate the types of performance review that they get, with the following results.

Table 3.14

Type of review	Percentage of counsellors
Self-assessment	58.1
Client's feedback	58.1
Peer review	38.7
Case conferencing	29.0
Group problem-solving	25.8
Group presentations	25.8
Expert review	9.7
Coaching	9.7
None	6.5

Counsellors were asked how frequently they get performance reviews, with the following results.

Table 3.15

Frequency of review	Percentage of counsellors
At least once a year	54.8
Once every 2 years or so	25.8
Only on my request	9.7
Abstentions	9.7

It is clear that the counsellors must rely on themselves and their clients for any review of their work or feedback on how well they are doing.

B. Client Characteristics

Some data on client characteristics were presented in Chapter 1 and further details are reported in the following section.

i. Client outcome expectations

Counsellors were asked about their clients' expectations when they first came for counselling. Sometimes clients' expectations change in the course of counselling and counsellors were also asked to check the client's initial and later expectations. The following tables indicate the initial and later expectations, the extent of change between them, and the meaning attached to the items. All figures are in percentages of counsellors who selected the items. The respondents were invited to check as many items as appropriate.

Table 3.16

Percentage changes in number of counsellors reporting changes in client expectations during counselling

Rank of initial expectation	Topic	Outcome	Expectations Initial	Later	Change in %	Meaning
Items that increased over initial expectations (in decreasing order of magnitude of change)						
23		Accept responsibility for taking action	9.7	35.5	25.8	Self-agency
19		Able to reduce employment barriers	22.6	41.9	19.3	Employability
19		Understand own employment barriers	22.6	35.5	12.9	Employability
Items that did not change						
10		Capacity for self-direction	48.4	48.4	00.0	Self-agency
21.5		A job	16.1	16.1	00.0	Employability

Table 3.17

Items that decreased over initial expectations (in decreasing order of magnitude of change)

2	Information about career options	80.6	12.9	67.7	Career planning
1	Clarity about appropriate career choices	80.7	29.1	51.6	Career planning
9	Information about jobs available	51.6	12.9	38.7	Career planning
3	Clarity about own interests and aptitudes	71.0	35.5	35.5	Career planning
4	Clarity about a career path	64.5	35.5	29.0	Career planning
5.5	Career/employment action plan	58.1	29.0	29.0	Career planning
7	Acceptance in educational institution	54.9	35.5	19.4	Career planning
17	Motivation to seek work	25.8	6.5	19.3	Employability
5.5	To stay in school or educational program	58.1	41.9	16.2	Career planning
19	Enrolment in income support program	22.6	6.4	16.2	Specific outcome
11	How to access labour market information	45.2	25.8	19.4	Employability
21.5	Avoid responsibility for taking action	16.1	3.2	12.9	Self-agency
12	Self-esteem in relation to work	38.8	29.1	9.7	Employability
17	Increased social support	29.0	19.3	9.7	Self-management
8	Motivation towards studies	51.7	42.0	9.7	Self-agency
14	Acceptance in training	38.7	29.1	9.6	Specific outcome
19	Employment crisis resolution	22.6	16.1	6.5	Specific outcome
16	Learn job search skills	29.1	22.6	6.5	Employability
21.5	Support for remaining in income support	16.1	9.7	6.4	Advocacy
14	Decrease self-defeating behaviours	38.7	35.5	3.2	Self-management
14	Clarity on balancing work, family, leisure and study	38.7	35.5	3.2	Self-management

It is clear from the ranking of the initial expectations that some form of career planning is the most prevalent expectation when clients go to the college/Cegep counsellor (see items ranked 1, 2, 3, and 4). One item ranked 5.5 and the one ranked 8 relate to remaining in education/training, and it is gratifying to see that students are bringing these issues to their counsellors. It is interesting to note that the changes in the expectations, according to the counsellors, have moved beyond career planning (which has been presumably satisfied) in the direction of self-agency and employability. It is worth noting that counsellors saw the expectation of avoiding responsibility for taking action decreased from 16% to 3.2% Thus it might be said that the counselling goals remain in the career area and move from planning to preparing for action.

Many of the changes in expectations, such as accepting responsibility for taking action, ability to reduce employment barriers, and understand own employment barriers, are indicative of the learning outcomes that may be expected as a result of counselling. Learning outcomes like self-awareness, opportunity awareness, decision-making skills, and transition skills are precursors (changes in attitudes or knowledge which develop a readiness for taking action) and should be considered an integral part of career and employment counselling. These learning outcomes have been demonstrated to be significantly correlated with subsequent career satisfaction and success, thus they are the prerequisites of socio-economic outcomes of counselling.

iii. Extent to which client expectations were met

The survey did not request information on the extent to which the initial expectations were met, but counsellors were asked if these later expectations for counselling were met, and 62% replied that they were, but 29% declined to answer that particular question. It is difficult to interpret the relatively large population of counsellors who declined to answer this question. Presumably they had not thought about, or could not speculate about, the extent to which client expectations were being met in counselling. It may relate to the practice of evaluation of counselling or it may reflect the lack of follow-up after a client has finished the counselling sessions.

C. Counsellor Characteristics

i. Education and training

Current training

Counsellors were asked the following question "For each of the topics listed below, please check (✓) any training you have received, and rate how adequate it was (use **A** for good, **B** for adequate, **C** for inadequate, and **D** for poor). If you have taken more than one training in a given box, please place the number of training in the box rather than a check (✓)." The results are tabulated in percentages in the following table.

The percentages in the rating columns total the percentages who took the training. A "value index" (VI) was created for credit courses by dividing the percentage of respondents who rated the course as A (good) by the percentage rating it B (adequate). The larger the value, the more positively rated was the course.

Table 3.18

COLLEGE COUNSELLORS

Topic	I have not received this training	I would like to take training in this area	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
			No. taken	Rating	VI	No. taken	Rating	No. taken	Rating	No. taken	Rating
Basic interviewing	3.2	3.2	1=54.8	A=29.0 B=12.9	2.2	1=6.5	B=3.2	1=9.7	A=3.2 B=3.2	1=25.8	A=3.2
Individual counselling	-	-	1=74.2	A=29.0 B=19.4	1.5	-	-	1=6.5 2=3.2	A=3.2 B=3.2	1=38.7	A=9.7
Group counselling	3.2	-	1=71.0	A=19.4 B=25.8 C= 3.2	0.8	-	-	1=9.7 2=3.2	A=3.2 B=3.2 C=3.2	1=25.8	B=3.2
Cross-cultural counselling	25.8	12.9	1=12.9	A=3.2 B=3.2	1.0	1=9.7	A=3.2 B=6.5	1=12.9	B=3.2	1=16.1	
Career counselling	3.2	-	1=48.4	A=19.4 B=19.4	1.0	1=12.9	A=3.2 B=3.2	1=6.5 3=3.2	B=6.5	1=38.7	A=6.5 B=3.2
Theories of career development	12.9	6.5	1=38.4	A=12.9 B= 9.7 C= 6.5	1.3	1=9.7	B=3.2 D=3.2	1=9.7	A=6.5	1=22.6	B=3.2
Group career counselling	12.9	6.5	1=32.3	A=12.9 B=12.9	1.0	1=6.5	B=3.2	1=9.7	-	1=25.8	A=3.2 B=6.5
Tests	6.5	6.5	1=45.2	A= 3.2 B=22.6 C= 6.5	0.1	1=12.9	B=3.2	1=16.1	B=6.5	1=22.6	B=6.5
Employment counselling	38.7	16.1	1=9.7	A=3.2 B=3.2	1.0	1=3.2	A=3.2	1=6.5	-	1=12.9	-
Rehabilitation counselling	41.9	19.4	1=6.5	B=3.2	0.0	1=6.5	-	1=3.2	A=3.2	1=6.5	-

Topic	I have not received this training	I would like to take training in this area	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
			No. taken	Rating	VI	No. taken	Rating	No. taken	Rating	No. taken	Rating
Labour market information	22.6	19.4	1=9.7	A=3.2 B=6.5	0.5	1=12.9	B=3.2 C=3.2	1=9.7	-	1=6.5	-
Career/Occupational info.	9.7	6.5	1=22.6	A=9.7 B=6.5 C=3.2	1.5	1=25.8	A=3.2 B=6.5	1=9.7	A=3.2 B=3.2	1=19.4	A=3.2
Program development	25.8	9.7	1=19.4	A=3.2 B=6.5 C=3.2	0.5	1=3.2	-	1=6.5	A=3.2	1=22.6	B=3.2
Supervised counselling	19.4	-	1=45.2	A=16.1 B= 6.5	2.5	1=6.5	A=3.2	1=3.2	-	1=16.1	A=12.9
Counselling aboriginal peoples	-	3.2	-	-		-	-	1=3.2	-	-	-
Counselling women	-	3.2	1=6.5	A=6.5		-	-	-	-	-	-
Counselling disabled	-	3.2	-	-		-	-	-	-	-	-
Counselling multicultural		3.2	1=3.2	B=3.2	0.0	-	-	-	-	-	-

Examination of the above table reveals that college/Cegep counsellors have taken a substantial number of credit courses in counselling, including career counselling. It is important to note that 45.2% have had supervised practicums in counselling. They have also attended many five day workshops and seminars.

The courses that received high value ratings included: supervised counselling, basic interviewing, individual counselling and counselling women. Courses that received very low ratings were: rehabilitation counselling, multicultural, labour market information, tests and group counselling.

Their preferences for further training are rehabilitation counselling and labour market information. Following these preferences they would like courses in employment counselling and cross-cultural counselling.

This data further attests to the relatively low priority given to equity issues in that a quarter of the counsellors admitted to not having any cross-cultural training, and only half of them wanted any. Further, over a third of them had not taken any rehabilitation counselling, and less than half wanted any training in that area. Even fewer wanted any training relative to counselling aboriginal peoples, women, disabled, etc. A quarter of them have not had training in program development, therefore, if they don't know how to develop programs, they won't be able to deliver programs that are tailor-made for their clients. This pattern of training preferences further attests to their traditional emphasis on individual counselling.

Courses and workshops

Counsellors were also asked to list the courses or workshops they had attended in the last year which provided the basis for the following table.

Table 3.19

Topic	Percentage of mention by counsellors
Special counselling techniques	51.6
Background theory and knowledge	29.0
Development of counselling relationships	19.4
Administrative	19.4
Employment, career	16.1
Sexual abuse/harassment	12.9
Stress management	12.9

It is noted that career and employment counselling courses or workshops were attended by only 16% of the counsellors. Thus, although career and employment concerns occupy a central place in the constellation of client presenting problems, counsellors seem either more interested in professional development in other areas or unable to find training opportunities in career and employment counselling.

Counsellors were asked the duration of the courses and workshops that they attended. The following table indicates that the most popular format was one day, followed by one-half and two day seminars.

Table 3.20

No. of days duration	Percentage of mention by counsellors
.50	41.9
1.00	54.8
2.00	41.9
3.00	25.8
5.00	16.1
6.00	3.2
30.00	9.7
60.00	6.5
90.00	6.5

The entries of 30 days or more were for credit courses that counsellors were engaged in. It appears that this form of continuing education is of interest to a relatively few counsellors. It would appear that the most appropriate method of providing counsellors with training during the academic year would be in one or two day formats.

Who should deliver counsellor training?

Counsellors were asked who should be responsible for delivering counsellor training programs in career counselling? They were asked to rank order their preferences. The following table indicates the percentages of counsellors' rank order in columns 1 to 5. From these data the cumulative rank was calculated and this is presented in column 6. The difference in cumulative ranks across columns in the table reflects differences in the number of respondents. However, within each column, the higher numbers represent more preferred rankings.

Table 3.21

	1	2	3	4	5	Cumulative rank
Colleges/Universities	64.5	12.9	6.5			26
Prov dept of education	3.2	3.2	16.1	12.9	6.5	13
EIC	6.5	3.2	6.5	16.1	9.7	14
Employers of counsellors	6.5	6.5	9.7	9.7	12.9	14
Counsellor associations	29.0	25.8	3.2		9.7	21

The consolidated prime preference of college/Cegep counsellors was for their training to be provided by post secondary educational institutions. Their second choice was their professional associations.

It has been suggested that counsellors have given as much emphasis as they did to associations providing the training because they believe that membership organizations are more likely to be responsive to the needs for training that is practical and realistic. Counsellors probably also see the associations as less encumbered by bureaucracy, more responsive, able to mount courses more quickly and more easily, able to address areas that do not fit neatly into a "course" length or format that universities seem bound to.

Who currently provides training in career and other counselling areas?

Counsellors were asked what organization in their area now provides training in career counselling. They were also asked if there was another organization that provides training in other areas of counselling of interest to them. Their responses are depicted below.

Table 3.22

Percentage of counsellors responding that:	Organization provides career counselling training	Organization provides training in other areas
Universities	54.8	6.5
Specific association	9.7	6.5
Colleges	6.5	3.2
Private organizations	6.5	3.2
Career centres	6.5	0.0
Department of education	3.2	0.0
Department of justice	0.0	3.2
None	9.7	3.2

It appears clear that counsellors are more aware of training in the field of career counselling than other counselling areas of interest to them. Apparently, universities are the most obvious source of training, followed by their professional associations. It should be noted that only about 55% were aware of a university providing courses in career counselling.

Should there be a method of crediting experiential learning?

Sixty five percent of counsellors think there should be a method of crediting their informal/experiential learning within the training system for counsellors. Only 28.2% were opposed.

ii. Counsellor tasks

Counsellors were asked to indicate, from a list of tasks, which of those they performed and which they believed were their five most time-consuming tasks. The percentage of counsellors indicating their five time-consuming tasks is presented in Table 1.21. The most time consuming task of college/Cegep counsellors is personal counselling, followed by assisting clients develop a career action plan.

D. Summary

The counsellors working in colleges and Cegeps who replied to the questionnaire were primarily from larger centres, likely because few such institutions exist in smaller centres. They reported having a mandate focused primarily on career decision-making, personal counselling, and education/training selection. Less than half of the respondents reported having to turn clients away because of their mandate or funding arrangements. Therefore, it seems to be well understood that the primary function of a college counselling centre is to service its students.

Slightly more than half of the counsellors reported that their organization had a policy describing how counselling fit into their organization's mission. This lack of policy likely explains, at least in part, why only 42% of the respondents said they thought their dean or department head really understood the counselling process and that their deans and superiors are frequently dissatisfied with the results of counselling. In fact, almost one-quarter of the counsellors reported that they felt their counselling was not meeting any of their superior's goals. If there is no policy outlining how counselling fits into the mission of an institution, and counsellors do not educate their deans and department heads about the contribution that counselling makes to the institution, it is quite understandable that the administrators would be dissatisfied.

On the average, there are four counsellors working in a college/Cegep counselling centre. Two-thirds of them are women and few of them are members of a visible minority or disabled group, although there were a reasonable number of aboriginal counsellors. About half of the sample thought it was important for counsellors to be a member of a designated population when working with members of that population.

It was difficult to get a picture of the demand for service in college/Cegep counselling centres because two-thirds of the counsellors seemed to have difficulty attaching meaning to terms like caseload and waiting list and did not respond to those items on the questionnaire. Without a good idea of the number of actual clients a counsellor has on his or her roster (caseload) and the number waiting for an opening to schedule their first interview (wait list), it is difficult to determine the demand for service. Of those who did respond, they worked, on

average, 35 hours a week as a counsellor and saw an average of 11 clients. Few counsellors reported having a waiting list, although 40% of them reported having more clients than they could handle and 25% saw under staffing as one of the most urgent problems. More than one-third of the counsellors anticipated bothstaff and resource material budgets to decrease over the next 2 years, which would place additional strain on the system.

For the most part, college/Cegep counselling centres operate quite independently. There usually is no coordinating office to provide resource materials, set policy, provide continuing education, or develop new methods for evaluation, monitoring, or intervention. Counsellors are in charge of their own professional development, which they address by attending conferences or 1-2 day workshops focused on specific counselling techniques. Over three-quarters of the counsellors attend a conference every year, with 42% of them having all of their expenses paid and an additional 45% having at least some of their expenses paid. Almost three-quarters of the offices have a designated supervisor or manager, but over half of the counsellors reported never receiving any supervision on their work with clients, or receiving it in an irregular manner. Only 13% reported receiving regular supervision of the counselling they did, and one-third reported regular meetings with their supervisors on administrative matters. Slightly more that half of the counsellors reported receiving an annual performance appraisal. They also relied on a combination of their own self-assessment and feedback from their clients. These findings suggest a very serious lack of professional supervision and leadership in the administration of college/Cegep counselling services.

The clients who come to colleges and Cegep counselling centres are, as expected, almost all post-secondary students, with families, women, or some "special population" (e.g., social assistance recipients, visible minorities, people with disabilities, "sponsored" students and families) forming large secondary client groups. Their presenting concerns involve career decision making, education/training selection, and to a slightly lesser extent, personal problems, although all three areas are seen to be an underlying client concern in about equal proportions. Because post-secondary students' education and training concerns usually pertain to their future career plans, it is clear that career counselling is the central presenting client concern. Eighty percent of counsellors have observed that one of the main reasons their clients come to counselling is the initial expectation of gaining clarity about career choices or obtaining career information and the seven highest ranking initial expectations all pertained to some sort of career planning activity. It is worth noting that the client expectations are perceived to change, so that later client expectations move beyond career planning (which presumably has been satisfied) towards preparing for action, i.e., taking more personal responsibility, self-agency, and employability. Many of these later expectations are important precursors of direct socio-economic outcomes and addressing these expectations should be regarded as an integral part of the career counselling process.

Post-secondary students also face substantial obstacles to progress. It was surprising to discover "lack of belief in self" as the most frequently mentioned client obstacle. Post-secondary students may be thought of as being confident and self-assured, but counsellors see a lack of self-confidence and a low belief in the probability for future success as being prevalent client obstacles. Financial problems and family responsibilities also presented substantial obstacles to client progress. Counsellors also see their own stress and frustrations as being a barrier to client progress, as well as their lack of experience in dealing with diverse client groups. There are impeding substantial cutbacks, and counsellors are exhibiting some burnout, which does not help the counselling service clients can hope to obtain.

The counsellors working in the colleges and Cegeps have the highest academic credentials of the four sectors surveyed. As a group, they are younger than school counsellors, but somewhat older than counsellors in community agencies and CECs. More than 60% of them have a post-graduate degree relating to counselling. Along with secondary school counsellors, they have more experience in counselling or similar work, about twice as much experience as agency counsellors and 50% more that CEC counsellors. Their salaries lie in the mid-range between the other groups, lower than high school counsellors but higher than counsellors in community agencies and CECs. About two-thirds of them report having a union to represent their interests in the work place, however, it likely is the case that all college/Cegep counsellors need to belong to some union or bargaining unit as a condition of their employment. It could be that one-third of the counsellors see the union as not representing their interests as counsellors, but only addressing generic factors like working conditions and salary.

As might be expected given their academic credentials, college/Cegep counsellors have taken a wide variety of courses and generally have a broad level of preparation. However, they admit to not having much training in rehabilitation counselling, employment counselling and cross-cultural counselling which reflects the relatively low priority that is given to equity issues in service delivery. They also report having little training in program development, which probably explains why evaluation is so poorly addressed.

On the average, two-thirds of the college/Cegep counsellors report that personal counselling is one of their 5 most time consuming tasks, while just over half report assisting clients to develop a career action plan and two-thirds include test interpretation and giving workshops in areas like assertiveness or stress as one of their five most time consuming tasks. Given that two of the three main presenting problems deal with career planning and that client expectations, especially the latter expectations, deal with career planning, it is surprising to see personal counselling so predominant and such little time being devoted to skill areas like decision-making, job search, job maintenance, or the enhancement of other precursor skills. Coupled with the fact that little time is devoted to

mentoring, follow-up, and working with third parties, this suggests that the career counselling provided is quite traditional in focus and not particularly geared towards client empowerment. It is a good start to explore client needs, administer interest tests, and assist the client in developing a career plan, but counselling needs to go further so that clients learn the skills to follow through on their career plans and acquire the other skills needed to function independently.

The counselling resources most frequently used by college/Cegep counsellors pertain to interest testing, information on college and university programs, and career information. About one-third of them appear to have some form of computer-assisted guidance system and use it at least weekly. It is rather surprising to note that only a quarter of the counsellors consult the *Directory of Employers of College and University Graduates* even monthly, providing further evidence of a rather traditional approach to career counselling that may not be grounded in the realities of employment. About a quarter of the counsellors reported that they would like to have more specific information relating occupations to personal qualities, especially those dealing with the capabilities of disabled persons, and research specific to designated client groups. They appear to have little difficulty accessing professional journals, but about one-fifth of them expressed a particular need for a catalogue of employment programs at the municipal, provincial, and federal level. Only slightly more than half of the counsellors report having a close relationship with the CEC or regularly receiving information from the CEC, but most of them thought that a closer link with a CEC would allow them to be more helpful to their clients.

The vast majority of counsellors (84%) believe that they are having a positive impact on their clients, and that the counselling they offer is a good as or better that anywhere else, but they lack the evidence to substantiate this. One-quarter of the counsellors report not doing any evaluation, one-quarter report that clients complete a form at the end of a counselling interview, and an additional one-third report that counselling is evaluated during the counselling interview with the client, presumably by asking the client if the session has been useful.

Given the pervasiveness of the non-evaluation finding, it is possible that the counsellors are placing themselves in a very vulnerable position by not having evaluation data. When it comes time to argue for budgets, or defend oneself against accusations of not contributing to the institution, counsellors have no data to support their contention that they are making a positive impact on the lives of their clients. It is clear that counsellors need to do more public relations with their superiors and do a better job of indicating where their service contributes to the well-being of the institution.

The low priority on evaluation is worrisome and appears to be a characteristic of the entire education system, as education officials at departments of education have not given much support to the development of appropriate evaluation

instruments, nor to the implementation of even rudimentary evaluation techniques. One can conclude that college/Cegep counsellors do not regularly analyze client outcomes and seldom review their programs or services for the purpose of making substantial changes. When they do, they do not involve students in the review. A counselling service is in danger of serious erosion when the counsellors lack political astuteness. If they have no waiting lists, cannot describe their caseloads, do not evaluate their service, do not educate their deans about the value of the job they are doing so that the dean truly understands the value of counselling, then the reasonably good service that has been described in this chapter could turn into a non-existent service when financial austerity becomes more pronounced.

Chapter 4

A Further Look at Community Agency Counsellors and Managers

This chapter summarizes the responses of 282 people who returned the questionnaires for counsellors and managers of community social service agencies. In general, the responses of managers are described in the right hand column and the responses of counsellors are described in the left hand column. Chapter 1 contains additional information on the responses of counsellors in community agencies.

Counsellors

A total of 194 persons returned the questionnaire for counsellors in social community agencies. 180 were included in the analysis. (14 were received too late for inclusion.) The respondents represented a great variety of positions and organizations.

Managers

A total of 102 persons returned the questionnaire for agency managers, representing provincial government, community agencies, outreach projects etc. All were included in this analysis. In many cases a manager also worked part-time, to apparently almost full-time, as a counsellor.

A. General Information

It would appear that agencies large enough to have a manager were located in larger communities (see Table 1.1). The small percentage of respondents from small communities reflects the apparent lack of organizations that provide career and employment counselling in them.

The number of people who do career and employment counselling according to managers is somewhat larger than those reported by counsellors (see Table 1.5). It is possible that a counsellor may not always know what other personnel do, it is also possible that the managers generally work for larger organizations. Counsellors may not have counted managers as counsellors, even though they often do counselling.

The questionnaires sent to career and employment counselling program administrators/consultants in central agencies asked them the average number of counsellors working in the agencies within their jurisdiction. The mean of their responses was 1.4, which clearly suggests that the managers and counsellors in this survey represent the larger community social organizations providing career and employment counselling.

B. Counselling Environment

As was reported in Chapter 1, community agencies serve a multicultural population, as well as one with many disabled persons. Fifty percent of managers claim that they have an equity staffing policy, yet women and aboriginal peoples are the only designated groups represented with an equitable proportion, and 58% of counsellors and 41% of managers do not believe that a counsellor needs to be a member of the designated population being counselled.

i. Nature of service

Respondents were asked to describe the nature of their counselling service on a variety of variables.

Marketing

Respondents were asked the question: "Which, if any, of the following methods do you use to promote awareness of your service?" The results are presented in the table below.

Table 4.1

	Percentage of counsellors	Percentage of managers
Brochures, posters, flyers	85.6%	84.3%
Direct contact (by phone or in person)	65.0%	67.6%
Working with community groups run for or by for consumers	46.7%	*
Newspapers	35.6%	34.3%
Community notice boards	32.8%	37.3%
Letters	28.9%	24.5%
Public service announcements on radio and tv	27.2%	21.6%
Newsletters	24.4%	32.4%

* Not asked in this questionnaire

The high use of printed information and personal contact as a means of promoting their services is appropriate as many clients are referred by other agencies and it is important to keep these other agencies informed and to give them literature which they can give the clients that they refer.

Caseload

Respondents were asked several questions about their caseloads

Table 4.2

	Counsellors	Managers
Size of waiting list		
Mean	27.2	80.2
Abstentions (%)	65.6	65.7
Question not appropriate (%)	27.2	32.4
No. of clients seen per day		
Mean overall	5.0	5.2
Mean if seen on drop-in basis	5.5	5.0
Mean if seen by appointment	4.4	5.3
No. of clients seen per week		
Mean	15.5	17.6
Abstentions (%)	43.3	50.0
Size of active caseload		
Mean	70.2	90.4
Abstentions (%)	36.7	39.2
% of clients seen of those who requested counselling		
Mean percentage	*	87.0
Do you have too many clients to handle adequately?		
Yes (%)	46.1	56.0
No (%)	50.0	43.1
Abstentions (%)	3.9	0.9

* Not asked of counsellors

It is interesting to note that manager's estimates of caseload and waiting lists are substantially larger than counsellors, although the estimates of clients seen per day and week are quite similar. There was a substantial proportion of both counsellors and managers who declined to provide information on waiting lists, clients seen per week, and size of caseload. These are referred to as abstentions in the above table. The questions, however, were quite straightforward and typical of what might be expected on any reporting form. Thus it raises the possibility that those who declined to respond were of the opinion that their activity levels were well below expected rates. However, for those who did reply, the active caseload consisted of 5 interviews per day or 15 to 18 per week. The reason for the apparent discrepancy between the daily and weekly rates is that most counsellors do not work full time as a counsellor. Five interviews per full day is comparable to the "productivity" in outplacement counselling firms.

Respondents were asked the number of clients per day that community agency counsellors saw when they see clients mainly on a "drop-in" basis, and when they operate on an appointment basis. As reported in Table 4.2, counsellors generally see an average of five clients per day, and counsellors who see mainly "drop-in" clients tend to see more people than those who keep appointments.

Hours per week spent as a counsellor

Counsellors

In response to the question about the number of hours a week the respondent spends counselling (in contrast to other duties that are not related to counselling) it appeared that the average counsellor spends 20 hours a week at counselling. Thus the full time equivalent counsellors at the average point of delivery is approximately 2.2 (4.4 counsellors working a 20-hour week = 2.2 working a 40-hour week.)

Managers

Managers reported that they spend, on average, 31.4% of their time counselling clients.

Number of interviews per client

Counsellors were asked to indicate the average number of interviews each client would receive.

If a client gets four interviews, by a counsellor with caseload of 70.2 clients who sees 15.5 clients per week, the same client would expect to receive one interview every 4.5 weeks. At this rate, it would take over 13 weeks for the client to obtain the needed service. Given that many, if not most, of the clients are on income support programs, the current backlog for career and employment counselling may actually keep them on income support much longer than necessary.

Table 4.3

	Percentage of counsellors
1	4.4
1.5	1.1
2	12.8
3	21.7
4	8.9
5 or more	39.4
Abstentions	11.7
Mean*	4.6

* The mean is an underestimate as the maximum number of interviews used in the calculation was 5.

Percentage of clients counselled in groups

Counsellors were asked what percentage of their clients they counselled in groups.

Group counselling appears to be used very sparingly.

Table 4.4

Percentage clients counselled in groups	Percentage of counsellors indicating
0	33.9
1 - 20	19.7
21 - 50	12.3
51 - 99	7.9
100	11.1
Mean	29.1
Abstentions	15.6

Voluntary and mandatory clients

Counsellors were asked the percentage of their clients who came voluntarily and the percentage who were required to attend counselling.

The counsellors who answered these questions indicated that 86% of their clients came voluntarily, while 25% were required to come. The percentages do not add up to 100 because different numbers of respondents did not answer one question or the other. For example, 10% of respondents did not answer the question about voluntary clients, while 40% declined to answer what percentage, if any, of their clients required to be counselled. It is probably proper to assume that these counsellors have no mandatory clients. Using this assumption, the average percentage of mandatory clients would be 15.3% Clearly, community social agencies, currently have predominantly voluntary clients.

Languages of counselling service

Respondents were asked the number of languages in which their counselling service was available to their clients. They were also asked to list these languages. The results are presented in Table 4.5.

Table 4.5

Number of languages counselling is available	Percentage of counsellors	Percentage of managers
1	56.1	50.0
2	26.1	24.5
3	6.1	8.8
4	2.2	4.9
5	1.7	2.0
6	0.6	1.0
7	0.6	2.0
8 or more	3.6	4.0
Abstentions	3.3	2.9
Types of languages		
English	86.1	92.2
French	42.2	39.2
Aboriginal languages/dialects	3.9	9.9
Spanish	4.4	4.9
Asian languages/dialects	3.9	6.0
German	2.2	4.9
Italian	1.1	2.0
Portuguese	1.1	7.8
Arabic	2.8	1.0
Sign language	5.0	3.9
Unlimited languages possible	2.8	3.9

Community agencies appear to offer service in a variety of languages to their clients.

Counselling program

Counsellors and managers of community agencies were asked to describe the characteristics of their counselling program on a number of variables. Respondents were able to check as many responses as were appropriate.

Table 4.6

	Percentage of counsellors	*Percentage of managers*
You see only those clients who are referred to you or ask to meet with you	67.2	43.1
The counselling program is given to all clients in your establishment	42.2	44.1
Group and individual counselling is available on request	52.8	29.4
Your organization charges individual clients a fee for counselling	4.4	3.9
Counselling largely takes place in response to problem issues:	89.4	
- identified by the client	81.1	74.5
- identified by others	41.1	42.2

The fact that slightly more than 40% of the respondents indicated that the counselling program is provided to all clients in the establishment suggests that the agency provides other services or programs in addition to counselling. A very small percentage of the agencies responding charge a fee. As slightly over 40% of respondents indicated that counselling largely takes place in response to problem issues identified by others, it would suggest that a significant proportion of clients are referred either by staff working in other program areas of the agency, or from other agencies. Compared to other sectors reports, group counselling is less available in community agencies. However, group counselling is so little utilized across all sectors that the low availability reported by community agency counsellors may simply be a more realistic appraisal of the service being offered.

Service standards

Counsellors were asked if their institution makes every effort to ensure that certain conditions were met. For each area the respondent checked off whether it was a feature: always, usually, sometimes, never or not relevant. The "mean score" was calculated by assigning the values of 4 through 1 to the areas rated "always" through "never" respectively, and calculating the weighted average for all respondents to each item. The mean scores are presented in the following table. The mean score column can be used to rank order the frequency of each area. The highest possible mean score is four (which requires that all respondents indicated that the feature is a always a characteristic of their service).

Table 4.7

As providers of counselling services, our organization makes every effort to ensure that:	Mean Scores	
	Counsellors	Managers
1 our facility is fully accessible for disabled clients	3.5	*
2a our services are open to all clients	3.7	*
2b our services are open to all potential clients	*	3.8
3 the career information we provide is accurate	3.6	3.8
4 clients experience a continuity of service even if our staff change	3.5	3.7
5 our services are appropriate to the age, gender, culture and level of functioning of the client	3.5	3.7
6 services are tailored to the unique needs of the client	3.5	3.7
7 sufficient and current materials are available to support client efforts	3.1	3.3
8 referrals are timely and appropriate to client need	3.2	3.4
9 programs are updated regularly to remain current with labour market realities	3.2	3.3
10 client outcomes are analyzed and evaluated regularly	3.2	3.3
11 adequate attention is given to program review, evaluation and improvement	3.1	3.1
12 adequate attention is given to case management	3.2	3.3
13 our clients are regularly consulted about the planning of our services	2.9	2.8
14 adequate attention is given to client follow-up & support	3.1	3.2

* Not asked in this questionnaire

The mean scores of the above factors suggest that agencies, in general, are quite laudable on all points, with the exception perhaps of the extent to which clients are consulted in the planning of services.

Respondents were also asked if their counselling services were delivered in a manner that conveys certain desirable qualities.

Table 4.8

Our counselling services are delivered in a manner that conveys:	Mean Scores	
	Counsellors	Managers
1 respect for the dignity of each client	3.9	3.9
2 sensitivity to a diversity of cultures	3.6	3.6
3 acknowledgement of social issues (e.g., systemic discrimination) that might impact on the client	3.6	3.7
4 advocacy for our clients	3.5	3.6
5 gender neutrality in choice of vocabulary and imagery	3.4	3.5
6 our services are delivered in a manner that supports long-term labour market self-sufficiency for the student	3.5	3.7

The high mean scores on each of the above items, indicate that the respondents felt that their agency met the implied standards. The high rating given to advocacy for our clients is surprising given the little time spent in dealing with third parties (see Tables 1.20 and 4.38).

Budget and resources

Respondents were asked about the agency's budget.

Table 4.9

	Percentage of counsellors	Percentage of managers
Our budget for counselling is a regular part of our organization's budget and is not really a source of concern for me.	36.7	24.5
Our budget for counselling is a regular part of our organization's budget but the amount allocated for counselling this year is less than previous years.	13.9	11.8
Our budget for counselling is a regular part of our organization's budget and the amount allocated for counselling this year is about the same as previous years.	16.1	25.5
Our budget for counselling is a regular part of our organization's budget and the amount allocated for counselling this year is more than previous years.	1.7	4.0
Our organization has to obtain funding on a yearly basis to pay for its counselling program and so the job security and client services here are always uncertain.	25.6	48.0
I am expected to help campaign for funds for our organization.	0.6	17.6

One-third of counsellors, and one-quarter of managers are not concerned about their jobs in the near future, however, for one-quarter of counsellors, and almost one-half of managers job security and client services are uncertain from year to year because the agency is dependent on yearly funding. Finally almost 18% of managers are required to help raise funds for their agencies. The last two items in the above table indicate the great uncertainty faced by counsellors and especially managers.

Volume of clients

Counsellors and managers of community agencies were also asked about the volume of clients seeking counselling in the past year.

Table 4.10

In the past year, has the number of clients seeking counselling?	Percentage of counsellors	Percentage of managers
Increased	71.1	59.8
Decreased	4.4	4.9
Same	18.3	22.5
Abstentions	6.2	12.7

It appears that there has been an increase in the numbers of clients seeking counselling.

Respondents were asked if the staff and material resources had increased or decreased in the past two years, and what trends they expected for the staff over the next two years.

Table 4.11

	Percentage of counsellors	Percentage of managers
Staff resources in the past 2 years have:		
increased	26.1	25.5
decreased	22.2	21.6
remained the same	41.7	45.1
abstentions	10.0	7.8
Staff resources in the next 2 years will:		
increase	20.0	18.6
decrease	27.2	31.4
remain the same	28.3	38.2
abstentions	14.5	11.8
Materials and supplies in the past 2 years have:		
increased	14.4	13.7
decreased	26.1	31.4
remained the same	48.3	46.1
abstentions	11.2	8.8

Community agencies have not experienced general cut backs in staff resources but do expect some decreases in staff in the next two years. Some cutbacks in counselling materials and supplies have however, been experienced. Generally speaking, managers appeared more aware of cutbacks and pending further declines in resources than did counsellors. As has been noted, the caseload of agencies has increased while resources have been stable and are expected to decline.

Respondents were asked about the career counselling materials they had and needed (the responses of counsellors are presented in Table 1.15). Generally speaking, managers made more frequent use than counsellors of counselling tools and materials like the CCDO, aptitude and interest tests, and labour market forecasts. Further, managers were more knowledgeable about computer-assisted guidance systems, aptitude, interest and personality tests, directories of employers and adapted testing for special needs clients. Both counsellors and managers expressed a strong need for more counselling resource materials.

About 20% of both counsellors and managers do not have information on the desirable characteristics of workers in various occupations. Counsellors in particular lack information on study programs that lead to occupational qualifications. More than anything else counsellors lack information on disabled workers and other special populations.

As many counsellors and managers who don't have needed information are matched by similar numbers who don't have sufficient information. Thus, for example, 54.4% of counsellors lack any or sufficient information on research specific to the client groups they serve.

Respondents were also asked if they had tried to find certain resources, but not succeeded.

Table 4.12

Resources	Sought But Not Found	
	Percentage of counsellors	Percentage of managers
Professional journals	24.4	19.6
Manual on career and employment counselling	34.4	27.5
Catalogue of employment programs at the municipal provincial or federal level	43.3	39.2
Program materials - such as Life Skills manuals	26.1	17.6
Legislation and regulations on human rights, harassment, workplace safety, employment standards, welfare, unemployment insurance, etc.	18.9	17.6

Counsellors	Managers
It does appear that agency counsellors are under-equipped as far as career and employment counselling materials are concerned.	It appears that managers either have been slightly more successful in finding what they needed, or sought it less.

Urgent issues to be resolved in order to improve service

Respondents were asked if they had too many clients to handle effectively and 46.1% of counsellors and 50% of managers indicated that they did. Respondents who said that they had too many clients to handle adequately were asked to indicate the most urgent steps needed to resolve the overload. The responses are reported in the following table.

Table 4.13

To resolve overload most urgent to improve	Percentage of counsellors	Percentage of managers
Under staffing	30.0	37.2
Training and resources	15.5	24.5
Unrealistic expectations of clients	8.9	5.9
Unrealistic expectations of sups etc	8.3	1.0 (Corporate clients)
Follow up services	8.3	14.7
Wait time for first contact	7.3	9.8
Wait time for service	7.2	10.8
Clarify mandate	5.5	2.0
Referral sources	5.0	4.0
Way referrals are made	4.5	6.0
Continuity of counsellors	4.4	0.0
Flex times	3.4	1.0
Coordination of internal services	2.8	5.0
Average time between interviews	2.3	2.0
Max. interviews per client	2.2	3.9
Delay in appointments	1.7	1.0
Quality of service standards	2.2	5.8
More training for counsellors	*	16.6

* Not asked of counsellors

Clearly, respondents see the need for additional counsellors to meet the needs of clients. Importantly, their second recommendation had to do with their own training.

Opinion of service

Counsellors and managers were asked their opinions about their services.

Table 4.14

In your opinion, the counselling we offer is:	Percentage of counsellors	Percentage of managers
inadequate	2.2	2.9
not as good as it could be	17.2	15.7
OK	16.7	11.8
very good	42.8	43.1
excellent	16.7	25.5
abstentions	4.4	1.0
In comparison to others, we are:		
not quite as good	6.1	6.9
just as good	42.2	26.5
better	45.6	60.8
abstentions	6.1	5.8

Both managers and counsellors are very positive about the service they offer and managers especially are overwhelmingly positive. However, it will be remembered that very little evaluation is done. Therefore, the positive feeling is based primarily on the subjective impression of the service providers. It could be that their enthusiasm for the service they offer has persuaded them that evaluation is not necessary.

ii. Administration

Physical environment

Counsellors and managers of community agencies were asked about their physical counselling environment.

Table 4.15

We have:	Percentage of counsellors	Percentage of managers
private offices for interviews	85.6%	90.2
a group counselling or training room	54.4%	63.7
a career resource centre or area	38.9%	46.1

In spite of the fact that over one-half of the points of delivery have a group room, very little group counselling is done (see Table 4.4).

Experience

Counsellors

Counsellors were asked to indicate the number of years experience they had in similar work. The responses ranged from one to 30 years with a Mean of 9.1. Curiously, 82 (45.6%) of respondents declined to answer this question.

Respondents were asked to provide their job titles, and the results indicated that a third of the respondents were called employment counsellors, followed by a large variety of titles.

Managers

When asked about the number of years experience they had in similar work, responses from managers ranged from 1 to 23 years, with an average of 5.3 years, however 50% of managers did not respond to this question. One-quarter of respondents have been in their present job for 1 year or less and one-third of respondents have been managing a counselling service for 3 years or less: 4.9% under one year, 7.8% for 1 year, 13.7% for 2 years and 6.9% for 3 years. The mean number of years managing a counselling service is 5.5.

Is there a counselling supervisor?

Community agency counsellors were asked if there was a supervisor of counselling and 52.8% replied yes, while 44.4% indicated no. The fact that there may not be a supervisor of counselling does not necessarily mean that counsellors were unsupervised because they presumably reported to a manager in the agency who was not designated as the supervisor of counselling.

When managers were asked if there was another supervisor of counselling in addition to their managerial position, 29.4% said yes, 67.6% said no and 2.9% did not respond.

Priority of career and employment counselling

Community agency managers were asked what priority career and employment counselling has in their counselling service.

Table 4.16

Priority of career and employment counselling	Percentage of managers
High	69.6
Medium	18.6
Low	5.9
Abstentions	5.9

As has been reported, many of the agencies have several programs of which one is career and employment counselling. The above table suggests that over two-thirds of these organizations accord career and employment counselling a high priority.

Agency interface

Respondents were asked to list the types of organizations with which they link or liaise in order to provide a complete counselling service. The following listing indicates the percentage of respondents that contacted certain types of agencies. Only organizations represented by 10% or more of respondents are reported.

Table 4.17

	Percentage of counsellors	Percentage of managers
EIC	41.1	39.2
Placement centres, career centres	32.2	21.6
Social services	21.1	26.5
Colleges/universities	17.8	15.7
Mental health agencies/personnel	17.8	18.7
Community agencies	15.0	18.6
Schools	13.3	9.7
Personal or family counselling agencies	12.8	13.7
Rehabilitation services	10.6	13.7
Substance abuse/addiction services	10.0	13.8

Although the counsellors were primarily involved in employment counselling, only 3.9% contacted employers. It is somewhat surprising to see the extent of these contacts with "third parties" when, according to time consuming activities these are rather insignificant (see Table 4.37). It is regretful that these contacts are not more significant, considering the need for third party intervention, that follows from the obstacles that clients are reported to have (see Table 1.21).

Extent to which senior manager and other staff understand the counselling process

Respondents were asked if the manager of the organization truly understood the counselling process, to which the following responses were received:

Table 4.18

Manager understands counselling process?	Percentage of counsellors	Percentage of managers
Yes	65.6	57.8
Partially	28.3	26.5
No	3.3	9.8
Abstentions	2.8	5.9
Other staff understand counselling process?		
Yes	41.4	40.2
Somewhat	44.4	45.1
Poorly	3.9	6.9
Not relevant	9.4	6.9
Abstentions	0.9	0.9

Approximately 60% of counsellors and managers believe that the senior manager of the organization understands the counselling process. It can be argued that the degree to which the manager understands the counselling process generally reflects the priority that the agency places on counselling. It would appear that the senior managers have a better understanding of counselling than do other staff in the agency.

Supervision

Counsellors were asked to indicate the type and frequency of the discussions they had with their supervisors

Table 4.19

	Once a week	Once a month	Once a year	As needed	Never	Abstentions
Supervisors discuss:						
client work	23.3	10.0	2.2	46.7	5.0	12.8
administrative issues	20.0	19.4	3.3	41.7	4.4	11.2

All figures represent the percentage of counsellors providing a particular response.

In turn, managers were asked about the supervision they gave their counsellors.

Table 4.20

Managers discuss:	Once a week	Once a month	Once a year	As needed	Never	Abstentions
client work	43.1	5.9		32.4	2.9	15.7
administrative issues	30.4	15.7	2.0	34.3	1.0	16.5

Counsellors

It does appear that 20% receive regular weekly supervision, but over 40% receive it as needed which may be interpreted to mean when requested by the counsellor. Supervision appears to be more regular on administrative rather than client issues.

Managers

Apparently managers perceive themselves as giving more supervision than counsellors believe they are receiving. This discrepancy may be a universal phenomenon and suggests that the supervision may not be formal or explicit if counsellors do not realize they are being supervised.

Performance review

Counsellors were asked the type of performance review received, and managers were asked the type of performance review they gave, which permitted the following tabulation.

Table 4.21

Type of performance review	Received Percentage of counsellors	Given Percentage of managers
Client's feedback	62.8	*
Supervisor's review	57.8	*
Self-assessment	57.2	*
Case conferencing	26.1	41.2
Group problem-solving	23.9	34.3
Peer review	22.2	17.6
Group presentations	11.7	14.7
Expert review	10.6	2.9
Coaching	3.3	33.3
None	4.4	3.9

* Not asked

As can be seen from the above tabulation, only 57.8% receive a performance review from their supervisor (a slightly greater percent get a "performance review" from their clients!). It is interesting to observe that managers perceive themselves as providing performance reviews through case conferencing, group problem-solving, and coaching, but counsellors do not perceive themselves as receiving performance reviews by these means to the same extent.

Counsellors were asked how frequently they get a performance review, and managers were asked how frequently they were given and they replied:

Table 4.22

	Percentage of counsellors	Percentage of managers
At least once a year	63.3	60.8
Only on my request	14.4	10.8
Once every 2 years or so	8.3	5.9
Abstentions	14.0	22.5

In this case, counsellors apparently were thinking of performance review coming directly from their supervisor/manager.

C. Client Characteristics

Some data on client characteristics have been presented in Chapter 1 and are elaborated below.

i. Type of clients

Generally, managers perceived the clients to be older than the counsellors did, although they did agree that the vast majority of their clients were in the 15 - 34 year old age range.

ii. Outcome expectations

Counsellors were asked about the expectations that clients have when they first come for counselling, and then later on. Sometimes clients' expectations change in the course of counselling (or simply as a result of reflection and experience between interviews) and counsellors were asked to check the clients' initial and later expectations. The following table indicates the ranking of initial expectations, and later expectations, the extent of changes in the expectations, and the meanings attached to the items.

Table 4.23

Percentage changes in number of counsellors reporting changes in client expectations during counselling

Items that increased over initial expectations (in decreasing order of magnitude of change)

Rank of initial expectation	Topic	Outcome	Expectations Initial	Later	Change in %	Meaning
23	Decrease self-defeating behaviours		20.5	55.0	34.5	Self-agency
20	Understand own employment barriers		31.1	62.2	31.1	Employability
16	Able to reduce employment barriers		33.9	62.3	28.4	Employability
25	Clarity balancing work family leisure study		16.6	43.9	27.3	Self-management
24	Accept responsibility for taking action		20.0	46.1	26.1	Self-agency
15	Self-esteem in relation to work		36.1	57.8	21.7	Employability
22	Motivation to seek work		26.1	44.4	18.3	Employability
13	Capacity for self-direction		40.5	47.8	7.3	Self-agency
19	Employment crisis resolution		31.7	35.0	3.3	Specific outcome

As the counselling progressed, clients became much more interested in overcoming their own self-defeating behaviours, becoming more employable, and taking responsibility for their own actions. These are very important developments.

Table 4.24

Items that decreased over initial expectations (in decreasing order of magnitude of change)

Rank of initial expectation	Topic Outcome	Expectations Initial	Later	Change in %	Meaning
1	Information about jobs available	82.8	24.4	58.4	Career planning
3	Information about career options	73.9	32.8	41.1	Career planning
2	Career/employment action plan	74.4	36.7	37.7	Career planning
4	A job	73.9	38.9	35.0	Employability
17	Avoid responsibility for taking action	32.8	10.0	22.8	Self-agency
9	How to access labour market information	51.1	36.7	19.4	Specific outcome
6	Clarity about own interests and aptitudes	61.1	41.7	19.4	Career planning
18	Enrolment in income support program	31.7	16.7	15.0	Specific outcome
7	Clarity about appropriate career choices	57.8	46.7	11.1	Career planning
5	Learn job search skills	61.7	42.2	14.4	Employability
21	Support for remaining in income support	27.2	17.2	10.0	Advocacy
11	Acceptance in training	47.2	38.9	8.3	Specific outcome
14	Increased social support	40.0	32.8	7.2	Self-agency
8	Clarity about a career path	51.7	47.8	3.8	Career planning
10	Motivation towards studies	48.4	45.6	2.8	Self-agency
12	Acceptance in educational institution	42.2	39.5	2.7	Career planning

Over the course of the average 4.6 interviews, a client's expectations for career planning decreased very substantially, which may be taken to mean that they obtained the help they needed in this area. Many of the changes in expectations, such as accepting responsibility for taking action, ablility to reduce employment barriers, motivation to seek work, capacity for self-direction, etc., are indicative of the learning outcomes that may be expected as a result of counselling. Learning outcomes are precursors (to taking action), self-awareness, opportunity awareness, decision-making skills, and transition skills. These learning outcomes have been demonstrated to be significantly correlated with subsequent career satisfaction and success, thus they are the prerequisites of socio-economic outcomes of counselling.

Managers were asked to check the outcomes that they thought most of their clients could expect to gain as a result of counselling with the following results

Table 4.25

Percentage of managers	Topics	Meaning
90.2%	Increased capacity for self-direction	Self-agency
88.2%	Increased motivation to seek work	Employability
88.2%	Increased self-esteem in relation to work	Employability
87.3%	Career/employment action plan developed	Career planning
87.3%	Information about career options	Career planning
87.3%	Understand own employment barriers	Employability
86.3%	Learn job search skills	Employability
85.3%	Able to reduce or overcome employment barriers	Employability
83.3%	Clarity about appropriate career choices	Career planning
81.4%	Clarity about own interests and aptitudes	Career planning
81.4%	Information about jobs available	Career planning
76.5%	Accept responsibility for taking action	Self-agency
74.5%	Clarity about a career path	Career planning
73.5%	Increased motivation toward studies	Career planning
72.5%	Decrease in self-defeating behaviours	Self-agency
71.6%	A job	Employability
68.6%	How to access labour market information	Career planning
61.8%	Increased social support	Self-management
60.8%	Acceptance in training	Specific outcome
57.8%	Acceptance in an educational institution	Specific outcome
50.0%	Employment crisis resolution	Specific outcome
45.1%	Clarity about how to balance work, family and leisure	Self-agency
31.4%	Enrolment in an income support program	Specific outcome
23.5%	Support for remaining in income replacement program	Self-agency
6.9%	Avoid responsibility for taking action	Self-agency

The expectations that managers thought most of the clients could achieve appear to be similar to the outcome expectations reported by counsellors.

iii. Extent to which client expectations met

Counsellors were asked if the later goals of counselling were met. The responses were predominantly in the affirmative:

Table 4.26

	% of counsellors
Mean	66.3
Abstentions	12.9

Apparently most counsellors believed that they were able to help their clients achieve the later (and more difficult) expectations.

This was a surprisingly major accomplishment considering the difficulties that clients face. Given the low frequency of systemic evaluation, there is very little data to support this belief. It is possible that the optimism of the counsellors reflects their only modest training. It is usually considered very outstanding for counsellors to be successful in skill training when the client is seen only once every 4.5 weeks over a few months.

D. Counsellor Characteristics

Respondents were asked if they were members of a union that represented their interests in the workplace. Managers were also asked whether their counsellors were represented by a union.

Table 4.27

	Percentage of counsellors	Percentage of managers about counsellors	Percentage of managers about themselves
Yes	33.9	40.2	30.4
No	64.4	52.9	62.7
Abstentions	1.7	6.9	6.9

Clearly, neither most counsellors nor managers have a bargaining unit to represent their interests. This may be a factor in their lower salary level.

i. Education and training

Current training

Counsellors were asked the following question: "For each of the topics listed below, please check any training you have received, and rate how adequate it was (use A for good, B for adequate, C for inadequate, and D for poor). If you have taken more than one training in a given box, please place the number of training in the box rather than a check". The results are tabulated in percentages in the table below. The third column indicates preferences for training as expressed by counsellors. The fourth column indicates training that the community agency managers think their counsellors should take. These two data sets are presented side by side for ease of comparison. The full chart view of community agency managers is presented following the chart of counsellor responses.

The percentages in the rating columns total the percentages who took the training. A "value index" (VI) was created for credit courses by dividing the percentage of respondents who rated the course as A (Good) by the percentage rating it B (Adequate). The larger the value, the more positively rated was the course.

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N=180. All figures are percentages except the number before the = sign which designates the number of courses/workshops attended. The letters A, B, C and D are the ratings that respondents who took a course gave it: A (Good). B for adequate, C for inadequate, and D for poor. Not all respondents rated their courses. All data in this chart was provided by counsellors, except the fourth column which is inserted for convenient comparison. This and other data provided by Managers is presented in a later chart.

Table 4.28

Topic	I have not received this training	I would like to take this training	Manager would like a counsellor to take this training	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
				No. taken	Rating	VI	No. taken	Rating	No. taken	Rating	No. taken	Rating
Basic interviewing	7.8	6.1	3.9	1=45.0 2= 0.6 3= 1.1	A=17.8 B=10.6 C= 1.7	1.7	1= 8.3	A= 1.7 B= 2.2 C= 0.6	1=21.1 2= 0.6	A= 5.6 B= 6.1	1=17.8	A= 3.9 B= 3.9
Individual counselling	6.1	7.2	4.9	1=44.4 2= 2.2	A=20.0 B= 7.2 C= 1.7	2.8	1= 3.3 4= 1.1	A= 1.7 B= 0.6 C= 0.6	1=18.9 5= 0.6	A= 7.8 B= 3.9	1=18.9 2= 0.6	A= 5.6 B= 3.0
Group counselling	11.1	16.1	9.8	1=35.0 2= 1.7	A=14.4 B= 4.4 C= 3.3	3.3	1= 4.4	A= 0.6 B= 2.8	1=12.8 5= 0.6	A= 2.8 B= 1.7	1=15.0	A= 5.0 B= 3.9
Cross-cultural counselling	28.9	26.1	17.6	1= 8.9 2= 0.6	A= 1.1 B= 3.3 C= 1.1 D= 1.1	0.3	1=12.2 4= 0.6	A= 1.1 B= 3.3 C= 1.7	1= 9.4	A= 2.8 B= 3.3	1= 5.0	A= 1.1 B= 0.6
Career counselling	7.8	19.4	10.8	1=22.8	A= 7.8 B= 5.6 C= 1.1	1.4	1=15.0 2= 0.6 3= 0.6	A= 3.3 B= 6.1 C= 1.1	1=15.6 3= 0.6	A= 4.4 B= 3.9 C= 0.6	1=15.6	A= 3.9 B= 2.2
Theories of career development	18.9	26.7	23.5	1=22.2	A= 6.1 B= 6.1	1.0	1= 8.3	A= 2.2 B= 2.8 C= 0.6	1= 7.2 2= 0.6	A= 0.6 B= 3.3	1= 2.8	A= 1.1
Group career counselling	17.8	24.4		1=13.9	A= 5.0 B= 2.8 C= 1.1	1.8	1=13.3 2= 0.6	A= 8.8 B= 4.4 C= 2.2	1= 9.4	A= 2.2 B= 2.2	1= 7.2	A= 2.2 B= 1.1
Tests	16.1	22.8	14.7	1=29.4 2= 0.6	A=10.0 B= 4.4 C= 1.1 D= 1.1	2.3	1=10.0 3= 0.6	A= 1.1 B= 3.3 C= 0.6	1= 8.3	A= 2.2 B= 1.1 C= 0.6	1= 8.9	A=2.8 B=0.6

Topic	I have not received this training	I would like to take this training	Manager would like a counsellor to take this training	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
				No. taken	Rating	VI	No. taken	Rating	No. taken	Rating	No. taken	Rating
Employment counselling	11.7	15.6	14.7	1=15.6	A= 7.2 B= 2.2 C= 0.6	2.3	1=12.8 2= 0.6 3= 0.6	A= 1.7 B= 5.0 C= 0.6	1=17.8 2= 0.6 3= 0.6	A= 5.0 B= 6.1 D= 0.6	1=17.8	A= 6.7 B= 0.6
Rehabilitation counselling	33.3	21.7	14.7	1=11.1 2= 0.6	A= 3.3 B= 3.3 D= 0.6	1.0	1= 6.1	A= 1.7 B= 1.1	1= 6.7	A= 1.1 B= 1.1 C= 0.6	1=5.0 2=0.6	A= 1.7
Labour market information	18.9	31.1	22.5	1= 8.3	A= 2.8 B= 2.8	1.0	1=17.8 2= 1.1	A= 3.3 B= 6.1 C= 2.2	1= 6.7 2= 0.6 4= 0.6	A= 1.1 B= 2.2	1= 3.9	B= 1.7
Career/Occupational information	17.2	18.9	18.6	1=15.6	A= 4.4 B= 3.9 C= 1.7	1.1	1=18.3 2= 0.6	A= 3.9 B= 5.0 C= 2.2	1=13.3 3= 0.6	A= 3.3 B= 4.4 C= 0.6	1= 5.0	A= 1.1 B= 0.6
Program development	25.0	21.7	13.7	1=15.6 2= 0.6 6= 0.6	A= 6.1 B= 5.0 D= 0.6	1.2	1= 6.1	A= 1.1 B= 2.8	1= 8.9 2= 0.6	A= 1.7 B= 1.1	1= 4.4	A= 1.7 B= 0.6
Supervised counselling	31.7	15.0	19.6	1=18.9 3= 1.1	A= 7.8 B= 4.4 C= 1.1	1.8	1= 4.4	A= 1.1 B= 0.6 C= 1.1	1= 2.2 2= 0.6	A= 0.6	1=3.3	B= 1.1
Counselling aboriginal peoples											1= 1.7	B= 0.6
Counselling women		1.7		1= 2.8	A= 1.1 B= 1.1	1.0	1=0.6	B= 0.6	1= 2.2	B= 1.1	1= 1.1	B= 0.6
Counselling disabled				1= 1.7	A= 0.6 B= 1.1	0.5	1= 1.1	A= 0.6	1= 1.7	A= 0.6 B= 0.6	1= 2.8	A= 1.1
Multicultural counselling							1= 0.6					

The credit courses receiving high value ratings included: group counselling, individual counselling, supervised counselling, and group career counselling. The credit courses receiving low value ratings included: counselling disabled, counselling women, labour market information, rehabilitation counselling, and theories of career development.

Managers were asked to check the extent of training and the need for further training of the counsellors with the following results

Table 4.29

Topic	None has received this training	I would like a counsellor to take training in this area	At least one has taken a credit course at college or university (or equivalent) in this area	At least one has taken six hours of training in this area	At least one has taken a workshop or seminar of 2 to 4 days in this area	At least one has taken a workshop or seminar of 5 or more days in this area
Basic interviewing	-	3.9	9.6	17.6	31.4	
Individual counselling	-	4.9	46.1	11.8	17.6	35.3
Group counselling	2.0	9.8	37.3	10.8	14.7	34.3
Cross-cultural counselling	16.7	17.6	10.8	20.6	10.8	11.8
Career counselling	4.9	10.8	32.4	14.7	12.7	31.4
Theories of career development	10.8	23.5	20.6	10.8	9.8	14.7
Tests	9.8	14.7	27.5	12.7	7.8	17.6
Employment counselling	1.0	14.7	17.6	20.6	29.4	
Rehab. counselling	26.5	14.7	10.8	6.9	8.8	15.7
Labour market info	15.7	22.5	12.7	19.6	9.8	8.8
Career/Occupational information	3.9	18.6	14.7	21.6	15.7	15.7
Program development	12.7	13.7	22.5	8.8	12.7	14.7
Supervised counselling	18.6	19.6	17.6	4.9	2.0	14.7
Counselling special populations - i.e. aboriginals, women, multicultural, disabled	-	1.0	1.0	1.0	1.0	3.0
Other (please specify)	-	-	-	1.0 Substance Abuse	-	1.0 ACBC

Counsellors

It is apparent from the above chart of counsellors' responses that less than one-half of agency counsellors have taken a credit course in any one of the topics listed: 45% have taken a credit course in basic interviewing, 44.4% in individual counselling, and 35.0% in group counselling (50% of counsellors do some group counselling with an average of 29.1% of their clients receiving this service.) A number of counsellors have taken workshops of about six hours (18.3% in career and occupational information, 17.8% in labour market information, 15.0% in career counselling, 12.2% in cross-cultural counselling). Workshops of two to four days have provided agency counsellors with further training (21.1% in basic interviewing, 18.9% in individual counselling, and 17.8% in employment counselling). Finally, five day workshops or seminars have provided additional training (18.9% in individual counselling, 17.8% in basic interviewing, and 17.8% in employment counselling.)

It must be concluded that the training of agency counsellors in career and employment counselling is rather modest.

Although the clients appear to represent designated groups in significant percentages (20.5 to 37.3 – see Table 1.24); the training of agency counsellors has not reflected the special characteristics of these populations. Training in counselling aboriginal peoples has been negligible, 6.7% of counsellors have taken some training on counselling women, (and only 1.7% want such training) and 7.3% have had some training relevant to counselling people with disabilities. On the other hand more have taken (and want) training in cross-cultural counselling (26.1% and 28.9% respectively).

The above chart indicates that 7.8% of social agency counsellors have not had any training in basic interviewing. Some 45%

Managers

Managers are not as enthusiastic as counsellors about the latter taking training, although they placed the same relative importance on the subjects. There is one exception, and that is the greater importance that managers placed on supervised training in counselling. It would appear that the managers are keen to have their counsellors obtain supervised practicums as a part of their training – possibly to ensure that they have demonstrated that they have learned the skills.

A comparison of the training that counsellors say they have had, and the training that managers say their counsellors have had reveals some major discrepancies. Managers have apparently overestimated the training that their counsellors have had in career counselling. Managers think that 32.4% have had a credit course and 31.4% had a five day workshop, but counsellors report 22.8% with a credit course and only 3.9% with a five day workshop.

Similarly, in the subject of theories of career development managers believe that 20.6% of counsellors have taken a credit course and 14.7% a five day workshop whereas the percentage of counsellors are only 7.8 and 2.8 respectively. The incorrect assumptions that managers have of the training of counsellors may result in the latter being assigned work that they are not qualified to do. The misinformation of managers

received this training as a credit course, and 17.8% have had 5 days training, while 21% have had 2 to 4 days. There is also a great need for training in group counselling, and especially group career counselling, (apparently many counsellors who have had some training in this area see the need for more). The three areas in which the largest percentages of counsellors have not had training are rehabilitation counselling (33.3%), supervised practice in counselling (31.7%), and cross-cultural counselling (28.9%).

The training that the largest number of counsellors want in order of priority is, labour market information (31.1%), theories of career development (26.7%) and, cross-cultural counselling (26.1%) (a subject that the fewest counsellors have studied).

It should be noted that training in labour market information and career and occupational information have received rather poor "grades" from those who have taken the courses.

might also prompt them to deny training to counsellors who need it (note that managers were not as enthusiastic about counsellors taking training as the counsellors were) or to refer them to training that is more advanced than they can handle.

Courses or workshops attended in the last year

Counsellors were asked to indicate courses or workshops they have attended in the last year, and managers were asked what courses or workshops they provided for their counsellors.

Table 4.30

Themes	Percentage of counsellors attending	Percentage of managers providing
Employment, career	30.6	58.8
Special counselling techniques	23.9	36.3
Background theory/knowledge	21.7	9.8
Conferences	10.6	5.9
Administrative	10.6	8.8
Counselling skills	8.9	2.0
Development of counselling relationships	8.9	9.8
Trauma, suicide	7.8	32.4
Education/teaching techniques	6.7	4.9
Substance abuse	6.1	6.9

Almost 60% of managers sponsored counsellors attending courses/workshops on employment/career counselling and 30% of counsellors took advantage of such training opportunities.

Of the courses and workshops, a few focused on designated groups.

Table 4.31

Designated group	Percentage of counsellors	Percentage of managers
Immigrants, visible minorities	4.4	6.9
Women	3.9	1.0
Learning disabled	3.3	2.0
Rehabilitation	2.8	3.9
Aboriginals	1.7	0
Disabled (physically)	1.1	3.9

The most popular length of these courses or seminars was, as can be seen below, one or two days.

Table 4.32

Number of days	Percentage of mention by counsellors	Percentage of mention by managers
1.00	45.6	43.1
2.00	33.3	49.0
3.00	26.7	21.6
5.00	14.4	19.6
0.50	12.2	16.7
4.00	6.1	

Who should deliver counsellor training?

Respondents were asked who should be responsible for delivering counsellor training programs in career and employment counselling. They were asked to rank their preferences. Table 4.33 indicates the percentages of counsellors' rank order from 1 to 5 and table 4.34 indicates percentages of supervisor's rank orders. From these data, the cumulative rank was calculated and presented in column 6 of each table. The difference in cumulative ranks across columns in the tables reflect differences in the number of respondents. However, within each column, the higher numbers represent more preferred rankings.

Table 4.33

	Ranking by Counsellors						Cumulative rank of counsellors
	1	2	3	4	5	6	
Colleges and universities	48.3	13.3	7.2	7.2	2.8	0.6	144
Provincial dept. of education	10.6	7.8	14.4	9.4	6.1	2.8	93
Provincial dept. of social services	5.6	4.4	6.1	5.6	11.7	8.3	75
EIC	20.0	7.2	6.1	6.1	5.6	9.4	99
Employers of counsellors	17.2	6.7	7.8	5.0	4.4	8.9	90
Counsellor associations	36.1	19.4	8.3	6.1	2.2	1.1	132

Table 4.34

	Ranking by Managers						Cumulative rank of managers
	1	2	3	4	5	6	
Colleges and universities	46.1	9.8	6.9	1.0	2.9	2.9	71
Provincial dept. of education	6.9	5.9	10.8	10.8	6.9	2.0	44
Provincial dept. of social services	0	8.8	5.9	10.8	3.9	2.0	37
EIC	26.5	10.8	7.8	1.0	4.9	2.0	56
Employers of counsellors	9.8	7.8	13.7	4.9	4.9	7.8	51
Counsellor associations	20.6	22.5	10.8	3.9	4.9	5.9	70

Counsellors

According to the cumulative rank, agency counsellors believe that colleges and universities are the most preferable sources of training in career and employment counselling, followed closely by counsellor associations and then Employment and Immigration Canada. It is worthy to point out that the least preferred of the options was the provincial department of social services, yet that department is typically the "parent department" of many of these agencies.

Managers

Managers ranked colleges and universities as first preference but closely followed by counsellor associations and then by EIC. The counsellors and managers were in complete agreement with each other.

Who currently provides training in career and other counselling areas?

Counsellors and managers were asked: "What organization in your area now provides training in career or employment counselling?"

Table 4.35

Source of training	Percentage of mention by counsellors	Percentage of mention by managers
Universities	28.9	37.3
EIC	17.8	17.6
Colleges	15.0	24.5
Specific association	9.4	7.9
None	7.8	4.9
Private organizations	7.2	6.9
Provincial government	2.8	4.0
Our agency	2.8	1.0

It is notable that training opportunities for counsellors are not widely known, probably reflecting the sparseness of the offerings that are available from Canadian colleges and universities. It is particularly odd to see the high ranking given to the involvement of associations in providing training for fewer than 10% have any knowledge of associations currently offering training.

Counsellors and managers were asked: "Is there another organization that provides training in other areas of counselling of interest to you?":

Table 4.36

	Percentage of mention by counsellors	Percentage of *mention by managers*
Private organizations	12.8	7.9
Universities	11.1	13.2
Colleges	6.7	5.9
Specific association	3.9	7.9

Respondents were even less aware of training opportunities in other fields of counselling, suggesting that they are largely interested only in career and employment counselling.

Conference attendance

In addition to courses and workshops, targeted conferences are also considered to be a useful source of continuing education. About 71% of managers send one or more of their counsellors to conferences. The average length of attendance in one year, as reported by managers, is 3.9 days.

ii. Counsellor tasks

Counsellors

Counsellors were asked to indicate the tasks that they perform, according to a listing provided, and then to check only the five most time-consuming tasks. This latter list is presented below.

Managers

Managers were asked to indicate the five tasks that should be the priority of counsellors. The percentage of managers including each task in their top five priorities is indicated below.

Table 4.37

Most time-consuming tasks	Percentage of counsellors	Priority percentage of managers
Case Management		
Administer the program	12.2	6.9
Recruit clients	7.8	6.9
Arrange training or job search services	7.8	15.7
Determine with the client the service required	13.4	27.5
Administration		
Prepare notes on interview or client	21.1	5.9
Clerical tasks	4.0	1.0
Select and approve clients for specific program	10.6	13.8
Document program candidates	2.2	6.9
Recommend or OK program expenditures	4.4	2.9
Counselling		
Personal (relationship, crisis, abuse, etc.)	20.6	13.7
Teach assertiveness, stress management, etc.	13.9	11.7
Educational	9.3	

Most time-consuming tasks	Percentage of counsellors	Priority percentage of managers
Career and employment		
Assist client develop a career action plan	45.0	49.0
Train in decision skills	2.8	6.9
Counsel for skills enhancement	5.6	
Train in job search	27.2	17.6
Counsel for job maintenance	5.0	9.8
Interpret tests	8.3	13.7
Determine client's needs and/or objectives	23.2	43.1
Conduct registration or intake interview	9.5	8.8
Interpret services to client	2.8	6.9
Provide client with information for career choice	13.9	28.4
Mentoring		
Coach	3.9	7.8
Teach or train	2.2	7.7
Help client to follow through on decision	2.2	10.7
Help client develop job search skills	6.1	21.6
Working with 3rd Parties		
Liaise with relatives	.6	
Networking with other agencies	4.4	17.7
Employers	10.0	13.7
Consumer groups	.6	3.0
Consult with other specialists	2.3	0.0
Refer client to a job vacancy	6.1	0.0
Act as a consultant to other agencies	2.2	3.0
Counsel family of client	-	1.0
Interview employers to obtain job information	3.3	1.0
Liaise with agencies in the community	8.4	8.8
Liaise with other career counselling agencies	2.2	2.0
Refer clients to other sources for help	3.9	4.9
Make representations on behalf of clients	2.3	2.9
Document programs and services needed by clients but not available	1.7	1.0
Arrange for, or assist with, support services	2.3	4.9

Counsellors

Forty-five percent of counsellors found assisting clients to develop a career action plan to be one of the most time-consuming activities. Just over 27% found training clients in job search methods to be one of the most time consuming activities. Determining client needs or objectives was

Managers

There are several important discrepancies between the most time-consuming activities of counsellors and the tasks that managers believe should get the highest priority from counsellors. It would appear that managers

third, and preparing notes on clients or the interviews was fourth. Personal counselling ranked fifth in time consumption.

It is somewhat disappointing to compare the time consuming tasks with the obstacles that clients face (see Table 1.26).

Certainly teaching job search skills is important, as is assisting a client develop a career action plan. But when the problems are also those of low self-confidence, and motivation reinforced by pessimism about success, there is a need to be active in mentoring, coaching, and working with third parties. These activities, apparently, were not accorded significant time by the counsellors.

expect more attention to determining the service that the client requires, interpreting tests, determining client's needs or objectives, providing clients with career information, helping clients follow through on decisions, and networking with agencies.

When the time consuming tasks of counsellors are compared with the priorities of the managers for the counsellors it would appear that counsellors spend more time than managers would like on preparing notes on interviews or clients and on personal counselling. This likely is a source of frustration to both counsellors and managers.

E. Summary

According to counsellors and managers, community agencies have a mandate focused on various aspects of career counselling, including career decision-making, education/training selection and adjustment, skill enhancement, and job search, placement, and maintenance. Personal and family counselling, employee assistance, equity concerns, and rehabilitation issues are not a high priority in their mandate. More that two-thirds of our respondents reported having to turn clients away whom they could help, but are not permitted to because of their mandate or funding arrangements. Further, most of the agencies connected with this survey were located in communities of more than 100,000 people and very few agencies were located in communities with less than 10,000 people. Thus, in smaller communities, very few community agencies exist that offer career or employment counselling. Therefore, it would appear that career and employment counselling is not universally available to Canadians.

About two-thirds of the agencies have policies in place pertaining to counselling and about half of them have an equity staffing policy. About half of them report offering some service in groups, however, most of the service is provided via individual counselling.

The average number of counsellors working in an agency represented by respondents is likely about 5. Counsellors report that there are on the average 4.4 counsellors in their offices, however, managers report the number as 6. The discrepancies probably arise because only the larger agencies have managers of counselling services; counsellors represented a broader range of large, medium and small agencies; and finally the "average" agencies as reported by consultants were less likely to reply to the lengthy questionnaire. It should be pointed out, however, that central agency consultants and program administrators indicated that the average point of delivery had 1.4 counsellors.

Most of the agencies are staffed by counsellors who are predominantly white females and therefore do not represent the multicultural and equal male-female composition of their client populations. But, the counsellors and managers do not perceive this to be a problem. Counsellors carry an active caseload of 70 clients, which is reported as being an increase over last year. Counsellors see on the average 15.5 clients per week and counselling sessions for any given client would likely be spaced about 4-5 weeks apart. Therefore, the 4 sessions would end up spanning about 13 weeks , making it difficult to address certain types of client issues.

About one-third of the managers anticipate both staff and resource materials to decrease over the next 2 years which will put added strain on the system. Additionally, 18% of the managers report that they are expected to campaign for funds for their organization, and almost half of the managers report having to negotiate funding arrangements each year, which has a negative impact of the job security of counsellors and creates uncertainty in the delivery of client service.

The counsellors in the agencies are very much on their own. They do not have a coordinating office that provides them with resource materials or other forms of leadership like inservice training, or forms for evaluating and monitoring counselling progress. Almost three-quarters of the counsellors report being able to attend conferences, perhaps as one way of reducing the isolation. However, less than half of them have all their expenses paid to do so, although one-third of them report receiving some financial assistance to attend conferences. Most counsellors perceive themselves as receiving no regular supervision in their work with clients. In contrast, almost half the managers perceive themselves as providing regular daily or weekly supervision. Clearly, there is a lack of communication over what sorts of manager activities constitute supervision because the managers report engaging in more supervision than the counsellors report receiving. However, both perspectives indicate that there is little direct supervision of counsellor-client interactions and the counsellors feel on their own as far as their work with clients is concerned.

The clients who come to community agencies are largely social assistance recipients and unemployed adults and youth, with visible minorities, immigrants, women, Aboriginal peoples, and the disabled constituting a large secondary designation. The vast majority of these clients come to counselling voluntarily, expecting to obtain career and employment information. However, they also have more serious problems than just a lack of information. They are plagued by unemployment, lack of adequate funds, are on welfare, need to acquire additional skills or training and are experiencing personal problems. They lack self-confidence, are pessimistic about their chances of success, and are not highly motivated to succeed. Undoubtedly, these three factors are related, for it would be difficult to remain motivated if one has little confidence in self and sees little chance of success. The counsellors see these as substantial obstacles to progress in counselling. Therefore, the clients do need counselling and skill training, but they also need coaching and mentoring, and often help in dealing with third parties. However, their counsellors report very little time spent on these sorts of activities. About 80% of the clients receive career and employment counselling from other agencies and about 70% of their counsellors see this as not creating any problems. However, the counsellors do not spend any substantial amount of time networking with other agencies, which suggests that the clients likely are not receiving an integrated service.

The counsellors working in the community agencies are younger, more inexperienced, and have lower salaries than counsellors in schools, colleges, or CECs, and two-thirds of them have no union to represent their interests in the work place. They have modest training in counselling, a level that would not be recognized as adequate by most professional associations. Although a large percentage of the clients belong to designated groups, few agency counsellors have received training directed specifically at these populations. Thus, their skills and knowledge may not be equal to the responsibility that they have been given. They are adept at recognizing the obvious career-related client problems, and spend most of their time helping clients develop a career action plan. However, they do not seem to recognize or spend time dealing with the psychological and social factors underlying their clients' concerns. These factors often end up being barriers to client progress. The counsellors themselves recognize their shortcomings to a certain extent, for they report wanting to take further training in labour market information, theories of career counselling, and cross-cultural counselling. Further, counsellors see their own stress and frustration as being a barrier to client progress, and counsellors who encounter clients with changing expectations are more likely to report stress and frustration as barriers to client progress.

The counsellors in community agencies seem confident that they are truly helping their clients, and that the service they offer is as good or better than others. But, almost one-third of counsellors reported never evaluating the counselling they do

and almost half of them say that when counselling is evaluated, it is done in the counselling interview with the client, presumably by asking the client if he or she found the session useful. Less than 10% of the counsellors reported using any evaluation forms to assess the counselling they do. It is most worrisome to discover that counselling is evaluated so seldom. Without good evaluation data, the service being offered is vulnerable to being cut when funding dollars become more difficult to obtain.

The counselling resources most frequently used by counsellors pertain to career information. Testing is not a high priority with them, likely because of their lack of training in testing. When testing is done in these agencies, it is more likely to be done by managers, who presumably have more training in testing than the counsellors. About half of the counsellors and managers surveyed report that they do not have sufficient information resources in several key areas relevant to their work with clients, especially with clients who belong to a designated group. They expressed particular need for a catalogue of employment programs at the municipal, provincial, and federal level. Less than 40% of the agencies have a career resource centre.

Counsellors and managers report having a close relationship with the CEC, but only around half of them report regularly receiving information from the CEC and two-thirds of them would like to have a closer relationship with the CEC.

Chapter 5

A Further Look At Canada Employment Centre Counsellors and Managers

Questionnaires were sent to all counsellors and managers of Canada Employment Centres across Canada. The distribution of returns with respect to community size and geographic location was virtually identical for counsellors and managers, and has already been described in Chapter 1. This chapter provides a comparative look at counsellor and manager perceptions of counselling in Canada Employment Centres that were not covered in Chapter 1. The comments in the left-hand column are based on the replies of counsellors. The comments on the right-hand column is based on replies of managers.

A. General Information

Counsellors	Managers
A total of 715 persons out of approximately 1,000 returned the questionnaire for counsellors in Canada Employment Centres. Of these, 709 were received in time for this analysis.	A total of 230 out of approximately 450 persons returned the questionnaire for managers in Canada Employment Centres. All 230 were received in time for inclusion in this analysis.
A majority of counsellors surveyed (74.3%) identified themselves as generalists, while 22.4% were specialists and 3.2% chose not to give their titles.	Managers identified themselves mainly as CEC managers (66.5%). A small number (17%) identified themselves as counseliing supervisors. The remainder identified themselves as a combination of the above two titles, branch managers and supervisors, assistant managers or counsellors. Only 9.1% did not give their titles.

i. Community size

As reported in Chapter 1, secondary schools and CECs are the most likely agencies to be found in small communities that provide career and employment counselling.

B. Counselling Environment

Managers were asked if they had a policy and, if so, which one they followed. The results are shown in the table below.

Almost two-thirds of the managers reported following a national policy and half reported following a regional policy.

Table 5.1

We use:	Percentage of managers
national policy	62.2
regional policy	50.4
our own CEC policy	33.9
We don't follow a policy	0.4

Many CECs use more than one policy and one-third have their own policy, which could produce service consistency problems for clients who are seeking assistance from difference offices (e.g., clients who relocate to a different city).

These clients could, conceivably, be helped in one location and turned away at another. Since many counsellors are in smaller communities, they may have to send their clients to a neighbouring CEC in order to receive services which are not available at their own CEC (e.g. CHOICES, testing, etc). If counsellors have to wonder whether the service is, first, available, and second, available to their client, service would become very inefficient.

The multiple policies could also indicate attempts to tailor national or regional policy to local needs. However, perhaps the most important finding was that only 0.4 claimed not to be following a policy, and therefore, over 99% of the CECs do follow a policy: this is a laudable achievement.

Managers were asked if their CEC has an equity staffing policy. Over half (65.7%) said that they did have one, while 23.9% said they did not. Another 5.2% indicated that they were planning one, and 5.2% did not respond to this question. As a consequence, there were at most, only slight differences between the representation of designated groups in the CEC counselling staff and the actual population of Canada.

i. Nature of service

Respondents were asked to describe the nature of the counselling service they provide on a variety of variables.

Marketing

Counsellors and managers were asked how they informed clients about their services. The results are presented in the following table.

Table 5.2

	Percentage of counsellors	Percentage of managers
Brochures, posters, flyers	70.2	71.7
Public service announcements on radio and tv	33.3	49.6
Newspapers	31.6	45.2
Community notice boards	20.0	19.6
Newsletters	9.0	13.9
Letters	22.8	24.8
Working with community groups run for or by for consumers	49.6	*
Direct contact (by phone or in person)	65.2	74.8

Managers seem somewhat more active in promoting CEC services than do counsellors. A majority of counsellors (70.6%) use brochures, posters and flyers and (65.2%) use direct contact to inform clients about their services. A variety of other methods were also listed, including information sessions, service needs determination interviews, and an automated teleservice, but none had a significant percentage of mention. A higher percentage of managers rely on the public media and direct contact.

Caseload

Both counsellors and managers were asked about counsellors' caseloads.

Table 5.3

	Counsellors	Managers
Size of waiting lists		
Mean	19.9	29.7
Abstentions	55.4	39.1
No. clients seen per day		
Mean overall		
Mean if seen on drop-in basis	4.1	4.7
Mean if seen on appointment basis	4.1	4.4
Sizes of active caseload		
Mean	60.6	58.7
Abstentions	31.6	27.0
No. of clients seen per week		
Mean	15.1	17.4
Abstentions	33.1	25.2
% clients seen of those who request counselling		
Mean percentage	•	88.0
Abstentions	•	3.5
Do you have too many clients to handle adequately?		
Yes (%)	39.6	41.7
No (%)	55.9	56.1
Abstentions (%)	4.5	2.2

Counsellors

When counsellors were asked about their active caseloads, responses ranged from 0 to 600, while 31.6% of counsellors did not respond. Because the maximum value of active caseload was so high, what counsellors consider to be their caseload could be a factor of the CEC's location and the population size of its surrounding municipality. In remote areas, counsellors may have included most of the labour force as their caseload.

Managers

Managers reported a mean active caseload of 58.7 people. Responses ranged from 2 to 300 people, while 27.0% of managers did not respond.

Of their active caseloads, managers reported that their counsellors saw 17.4 clients per week (25.2% did not respond to this question).

It is possible that some counsellors have estimated the number of clients they see per year and have used this estimate to respond to the question about caseload (instead of indicating that this question was not appropriate).

Of their active caseloads, counsellors indicated that they saw an average of 15 clients per week. Slightly over 33% did not respond to this question.

When asked about their waiting lists, counsellors' responses ranged from 0 to 300. However, 55.4% did not respond to this question. Respondents were also given the option to say "This question is not appropriate for my situation" – 33% indicated this was not appropriate.

Most of their clients come on a voluntary basis (mean of 87.3%) while an average of 13% come to counselling because they have to. Counsellors see an average of 4 clients per day on a "drop in" basis and 4 clients per day by appointment basis.

Managers estimated that their counsellor's waiting lists consisted of about 29 people – a significantly higher number than counsellors' 19.9 estimate.

Managers believe that their counsellors see an average of 88% of all clients who have requested counselling. Responses ranged from 10% to 100%, with 51.3% indicating that they are able to see 100% of all clients who request counselling.

Respondents were asked if they had too many clients to handle adequately.

Counsellors

Over half of the counsellors surveyed do not feel that they have too many clients to handle, even though their average waiting list is approximately 19 people (see Table 5.3), and the delay to see a counsellors is about 2 weeks. This result raises a question about what counsellors really mean when they indicate that the most urgent issue which needs to be

Managers

Managers seem to agree with their counsellors in reporting that they do not have too many clients to handle adequately. However, managers also report similar numbers in waiting lists, and almost half of them (48.7%) report not being able to see all clients who request counselling. Managers also report that the delay

addressed is understaffing (see Table 5.10).

to see a counsellor is an average of 1.9 weeks. However, managers report (see Table 5.10) that understaffing is their most urgent issue.

Hours per week spent as a counsellor

Counsellors

Counsellors were asked to estimate the number of hours per week spent on activities directly related to counselling worker clients. Results indicated that counsellors spend an average of 22.6 hours per week in these tasks.

The reported delay to see a counsellor is an average of 2.1 weeks. Only 9.6% of counsellors did not respond to this question.

Managers

When asked to estimate over the past 6 months, the number of hours per week their counsellors spent on counselling worker clients, the responses ranged from 3 to 600 hours, with a mean of 38.8 hours. It seems that in many cases, managers reported the sum of the average number of hours for all their counsellors. If only those managers whose response was 40 hours or less (80% of all managers) is used, the mean number of hours their counsellors spend on counselling is 20.5 – fairly close to the counsellors' own estimation.

Number of interviews given per client

Counsellors were asked the number of interviews given to each client. The majority said that 2 interviews (42% of counsellors) or 3 interviews (31% of counsellors) were given. A further 15% of counsellors said that clients get 1 to 1.5 interviews each.

Taking all of the above into consideration, each client would take up approximately 1.5 hours of the counsellor's time, per visit. This entire time may not necessarily be comprised of counselling, since respondents indicated that the second most time-consuming task was making notes on the client or interview (which is an activity directly related to counselling worker clients). If counsellors see clients only twice, then they are spending a total of 3 hours on one client, or with his or her file. Consultation with field staff suggests that the interviews are about 20 minutes in duration, therefore only 40 of the 180 minutes are spent actually helping the client. This short time period is certainly not enough for a counsellor to get to know the client or the obstacles which may be interfering with progress.

Percentage of clients counselled in groups

Surprisingly, 76.1% of managers indicated that they had group counselling/training rooms. But, when counsellors were asked to estimate the percentage of clients they counselled in groups, the mean percentage was 6.8%. Over half (51.5%) of all counsellors indicated that they did not counsel any of their clients via group counselling.

The low usage of group counselling is, in this case, not because of a lack of appropriate facilities. It could be due to the amount of training which counsellors do (or do not) possess in group counselling. As shown in the training chart for counsellors (see Table 5.27), only 23.3% have received training in the EIC course, *Group Employment Counselling*. Three-quarters of the counsellors who took this course gave it the highest rating. Another 25.1% indicated that they would like to receive this training. In addition, 26.0% of counsellors indicated that they did not receive group counselling training outside of EIC courses available.

In contrast, almost half (47.8%) of managers believe that their counsellors have received training in the EIC course. Managers indicated that 19.1% of their counsellors have not received the EIC course on *Group Employment Counselling*. The same percentage also indicate that they would like at least one counsellor to take training in this area. A small percentage of managers (22.6%) feel that group counselling training (outside of EIC courses) is not required for their counsellors, while 13.9% feel that it would be helpful but not urgent.

Languages of counselling service

Respondents were asked the number of languages in which their counselling service was available to their clients. They were also asked to list these languages. The results are presented in the table below.

Table 5.4

Number of languages counselling is available	Percentage of counsellors	Percentage of managers
1	19.9	31.7
2	67.7	58.7
3	6.3	3.9
4	1.8	1.7
5	1.0	1.3
6	0.8	0.4
7	0.4	0.4
8 or more	1.0	1.7
Abstentions	1.0	0
Types of languages		
English	96.5	96.5
French	79.8	69.6
Aboriginal languages/dialects	4.2	3.0
Spanish	2.2	1.2
Asian languages/dialects	2.2	0.4
German	2.4	0.0
Italian	2.8	1.7
Polish	2.0	0.9
Arabic	0.4	0.0
Sign language	1.2	1.2
Unlimited languages possible	0.1	0.0

Service to clients appears to be available in a variety of languages and very few CECs offer service in only one language.

Counselling program

Counsellors and managers of community agencies were asked to describe the characteristics of their counselling program on a number of variables. Respondents were able to check as many responses as were appropriate.

Table 5.5

	Percentage of counsellors	Percentage of managers
You see only those clients who are referred to you or ask to meet with you	80.4	71.3
The counselling program is given to all clients in your CEC	18.2	14.8
Group and individual counselling is available on request	42.3	49.6
Counselling largely takes place in response to problem issues:		
- identified by the client	92.1	84.8
- identified by others	32.0	55.2

According to counsellors, most clients seek counselling in response to issues they identify.

Service Standards

Counsellors and managers were asked if their CEC makes every effort to ensure that certain conditions were met. For each area the respondent checked off whether it was a feature: always, usually, sometimes or never (or not relevant). The mean score was calculated by assigning the values of 4 through 1 to the areas rated "always" through "never", respectively, and calculating the weighted average for all respondents to each item. The mean scores are presented in the following table. The mean score column can be used to rank order the frequency of each area. The highest possible mean score is 4 (which requires that all respondents indicated that the feature is always a characteristic of their service).

Table 5.6

Our CEC makes every effort to ensure that:	Mean Score	
	Counsellors	Managers
1 our CEC is fully accessible for disabled clients	3.6	*
2 our services are open to all potential clients	3.5	3.8
3 the career information we provide is accurate	3.3	3.6
4 clients experience a continuity of service even if our staff change	3.2	3.5
5 our services are appropriate to the age, gender, culture and level of functioning of the client	3.2	3.6
6 services are tailored to the unique needs of the client	3.1	3.4

Our CEC makes every effort to ensure that:	Mean Score	
	Counsellors	Managers
7 sufficient and current materials are available to support client efforts	2.8	3.3
8 referrals are timely and appropriate to client need	3.1	3.4
9 worker programs are updated regularly to remain current with labour market realities	2.9	3.3
10 client outcomes are analyzed and evaluated regularly	2.4	2.9
11 adequate attention is given to program review, evaluation and improvement	2.5	2.8
12 adequate attention is given to case management	2.6	3.0
13 our clients are regularly consulted about the planning of our services	1.9	2.2
14 adequate attention is given to client follow-up & support	2.4	2.9

* Not asked in this questionnaire

The above table indicates that both counsellors and managers believed that their CEC rated well on many of the factors. Counsellors were more likely than managers to indicate a shortage of counselling materials, less regular updating of worker programs, and less adequate attention to case management. Although still more positive, managers, like counsellors, felt every effort was not taken to analyze and evaluate client outcomes, give adequate attention to program review, evaluation and improvement, client follow-up and support, and finally and especially to involving clients in the planning of services.

Respondents were asked to rate the extent to which certain features characterized their service.

Table 5.7

	Mean Score	
	Counsellors	Managers
Respect for the dignity of each client	3.7	3.8
Sensitivity to a diversity of cultures	3.6	3.7
Acknowledgement of social issues (e.g., systemic discrimination) that might impact on the client	3.4	3.7
Advocacy for our clients	3.7	3.3
Gender neutrality in choice of vocabulary and imagery	3.5	3.6
Our services are delivered in a manner that supports long-term career self-sufficiency for the client	3.5	3.6

Both managers and counsellors rated their CECs highly on these factors. The high rating given to advocacy for clients is surprising given the relatively little time spent in dealing with third parties.

Opinion of service

Counsellors and managers were asked for their opinion on the employment counselling they offer. The results are shown in the following table:

Table 5.8

	Percentage of counsellors	Percentage of managers
Inadequate	2.3	0.0
Not as good as it could be	22.6	17.0
OK	20.9	19.1
Very good	40.9	48.3
Excellent	9.3	9.6
Abstentions	4.1	6.1

Managers seem more positive about the counselling services they offer than counsellors. They generally believe that their counselling is very good or excellent (57.9%). Only 17% believed it needed improvement while none believed it was inadequate.

In comparing their services to other counselling services in the area, managers are also more positive. Over half (53.9%) of managers believe their service to be better than other organizations, while 36.5% believe it is just as good. Only 4.3% believe their service is not as good as others (5.2% did not respond to this question). In both of these areas, there were 30%-40% fewer manager responses in the negative categories and a corresponding greater percentage in the positive categories than counsellor responses.

A higher percentage of managers reported that their services have improved in the past 2 years. They were also less inclined than counsellors to believe that their services have become worse. Respondents were given the opportunity to elaborate on their opinion. Managers, like counsellors, attributed the improvement to increased skill, experience and training on the part of counsellors. They also reported that better management and evaluation practices (such as the *Measurement and Accountability in the CEC* module) were in place.

A number of counsellors and managers volunteered that there were no comparable services available elsewhere. This comment is not surprising when considering that over half of counsellors (52.9%) and managers (57.0%) responding are located in communities with populations under 50,000 people where CEC's are apparently the only career or employment counselling service available outside the educational system.

Budget and resources

Counsellors and managers were also asked their opinions on the trends towards increases or decreases in staff and material resources.

Table 5.9

	Counsellors	Managers
Staff resources over the past 2 years have:		
increased	14.0	14.8
decreased	47.0	31.3
remained the same	33.4	50.4
abstentions	5.6	3.5
Staff resources for the next 2 years will:		
increase	12.3	14.3
decrease	46.8	31.7
remain the same	34.1	47.8
abstentions	6.8	6.1
Materials and resources for the past 2 years have:		
increased	3.5	6.5
decreased	40.9	29.1
remained the same	42.6	56.5
abstentions	13.0	7.8

Counsellors

Counsellors are generally pessimistic about the availability of resources. Very few predict any increases, and there have already been substantial cutbacks.

Managers

Managers are slightly more optimistic about the availability of resources. Significant cutbacks have already occurred in staff and material resources areas. However, over half believe that things will, at least, remain the same or get better.

Urgent issues to be resolved in order to improve service

Counsellors and managers who indicated that case overload was a problem, were asked to indicate what they believed to be the three most urgent ways to resolve their caseload problems.

Table 5.10

Issue	Percentage of counsellors	Percentage of managers
Under-staffing	24.8	29.1
Training and resources to provide counselling the clients need	14.7	10.0
Clarifying our mandate of whom to counsel	9.7	20.9
Coordination of internal services	9.6	6.1
Follow-up services	6.7	3.9
The way referrals are made to us	5.5	2.6
Unrealistic expectations on the part of individual clients	4.1	3.9
Unrealistic expectations on the partof corporate clients or other funders or superiors	4.1	1.8
Wait time for initial interview/contact	3.5	7.0
Wait time for appropriate service	3.0	3.9
Continuity of counsellors	3.0	2.6
Quality of service standards	2.1	2.2
Average time between interviews	1.7	0.0
Maximum number of interviews per client	1.4	1.3
Providing flexible hours of service (e.g., nights or weekends)	0.9	0.4
Referral sources (e.g., psychiatric intervention)	0.7	0.0
Delay at being seen at appointment time	0.0	0.8
Better job security for counsellors	*	3.9
Better wages for counsellors	*	1.3
More training for counsellors	*	3.0

Counsellors

Of those counsellors who believed their caseload to be too high, 24.8% indicated that understaffing was the most urgent problem which needed to be resolved. Because counsellors stated that they spend, on average, 22.6 hours per week counselling clients and their most time consuming duties include notemaking and documenting, the issue about understaffing may be directed more

Managers

Of the managers who indicated that their caseloads were too high, the most urgent issue which needed to be resolved was understaffing (29.1%). In some cases, this understaffing could be due more to the extensive reporting activities than to more counsellors, as indicated by counsellors' most time-consuming tasks (Table 5.37).

towards their mix of job tasks than to counselling.

Training resources for counsellors was the second most urgent problem.

The second most urgent issue was the need to clarify mandate (20.9%). Many managers volunteered that they were always uncertain about their mandate because of changes from head office.

The third most urgent issue was to improve the training and resources for counselling (10.0%). This issue is further substantiated by the data on the training that counsellors have and that managers believe they have.

ii. Administration

Physical environment

Managers were asked about their counselling environment. The results are shown in the table below:

Table 5.11

Your CEC has:	Percentage of managers
private offices	51.7
group counselling/training room	76.1
career resource centre	68.7
labour market information area	79.6

Over three-quarters of managers indicate that they have a group counselling room and a labour market information area. The low use of group counselling reported earlier is not due to lack of group rooms.

Only about half of CEC managers report having private offices for counselling. Thus, fewer CEC counsellors, than counsellors elsewhere, have private offices for counselling, a situation that was the subject of numerous write-in comments volunteered by many counsellors. Many counsellors and some managers volunteered that they work in cubicles, which do not lend themselves well to privacy. Clients will often not disclose pertinent information when there is a lack of privacy. The counsellor is then not able to determine the full picture of the client's needs. Counselling, then, becomes very superficial, as evidenced by the low number of interviews given per client (see Table 1.34).

Resource centre

Most (68.7%) managers indicated that they had a career resource centre and 79.6% said they had a labour market information area. Managers were asked which of the following items were currently a part of this resource area. The results are shown in the table below.

Table 5.12

Part of Career Resource Centre?	Percentage of managers
CHOICES	45.7
FUTURES	72.6
Careers Canada	75.2
National guide to college and university programs	83.0
Provincial publications on post-secondary entry requirements	73.5
Post-secondary course calendars	83.0
Monographs on individual occupations	65.2
Pamphlets, booklets on job search, resume writing, etc.	93.5
Apprenticeship information	64.3

CECs seem to have adequate information in their career resource centres, except for CHOICES and apprenticeship information – only 45.7% and 64.3%, respectively, have this program or information.

In comparing the manager use of resource materials to the counsellor use reported in Table 1.13, the following observations emerged. Generally speaking, managers made more frequent use than counsellors of: CHOICES, the computer assisted guidance system, and were more knowledgeable about it; ability, interest and personality tests; directories of colleges and university graduates; occupational entry requirements; occupational video tapes; occupational and job search monographs and adapted testing. The largest need for career information materials expressed by both counsellors and managers were in the areas of specific occupation information (earnings, training requirements, study programs and working environment), personal qualities desirable for various occupations, research specific to particular client groups and the work capabilities of disabled persons. In each of these areas, counsellors expressed a stronger need than managers. Also, the number of counsellors reporting difficulty finding professional journals, catalogues of employment programs, program materials, and manuals on career counselling was 50%-80% higher than the number of managers reporting that difficulty.

Experience

CEC counsellors and managers, in many of their write-in comments, believe themselves to be better trained and do better career/employment counselling than any other organization. Also in many of the comments volunteered by both

counsellors and managers, there is an overwhelming feeling that their training and skill is undervalued by the general population. As indicated earlier, few counsellors have college diplomas or university degrees in areas related to counselling (see Table 1.20). Thus, the belief that their skills are undervalued may stem from a lack of recognition of the type of training they have done and the amount of job experience they have. Though managers were not asked about their educational backgrounds, they were asked about the number of years of experience in counselling and how long they have been managing a counselling service.

Table 5.13

Mean number of years	Counsellors	Managers
In present job	9.4	6.4
Abstentions	1.7%	1.3%
Managing a counselling service	*	7.2
Abstentions		6.1%
In counselling field	10.3	*
Abstentions	1.7%	

* not asked

Managers seem to have a good average number of years experience (7.2) in managing a counselling service. But, on average, they gained less than 1 year experience (0.8 years) as a manager before moving to their current position.

It seems that, for both CEC counsellors and managers, counselling expertise is gained through the EIC competency based training program and on-the-job experience, and not through formal, post-secondary training routes. This statement is further validated by managers' responses to the question "Please indicate the education level which is required for recruitment at your CEC". The results are shown in the table below.

Table 5.14

Education level required for recruitment	As reported by managers
High school	63.5%
College/Cegep:	
Not related to counselling	2.6%
Related to counselling	5.2%
University bachelor's degree:	
Not related to counselling	13.5%
Related to counselling	19.6%
Post graduate degree:	
Not related to counselling	0.4%
Related to counselling	0.4%
Experience in similar work:	
Mean number of years	2.4 years

Is there another supervisor of counselling?

Counsellors were asked if there was a supervisor of counselling in their CEC. Over two thirds (68%) said yes, 30.3% said no and 1.7% did not respond.

Main staffing issues

When asked about main staffing issues, managers gave the following responses.

Table 5.15

Main staffing issues	Percentage of managers
Lengthy process to have employee in place	12.6
Not enough budget/resources	6.9
Not enough staff	5.7
Need for external recruitment	5.7
No staff turnover	3.9
Educational requirements should be higher	2.19

When asked about the number of new counsellors recruited over the past two years, a majority of managers indicated that none were recruited. The following table shows the full percentage of responses given by managers.

Table 5.16

No. of counsellors recruited in past 2 yrs	Percentage of managers
0	44.8
1	26.5
2	13.5
3	4.8
4	3.5
5	1.3
8	1.3
Abstentions	4.3

Mean = 1.0

Managers reported that the mean percentage of counsellors appointed through internal promotions is 72.2%. The mean percentage of counsellors appointed through direct external hiring is 45.3%.

It is not surprising, then, with the number of counsellors who do not have formal post-secondary education related to counselling, and the lack of required formal post-secondary education for recruitment, that a majority of counsellors believe that their experience should be recognized.

Role of managers

The 25.7% of managers who also personally counsel clients reported that they spent an average of 15.3% of their time doing this work. Since 69.4% of these managers who counsel clients themselves reside in municipalities with fewer than 50,000 inhabitants, it is likely that these CECs are small and that the managers play an important counselling role.

Managers were asked what percentage of time they spent discussing counselling with their counselling staff. The responses ranged from 0% to 70%, with a mean percentage of only 11.4%. Only 7.8% did not respond to this question.

Agency interface

Though counsellors indicated that working with third parties took up very little of their time, they did indicate that they linked with a variety of agencies to provide a complete counselling service. Managers and counsellors were asked to list the agencies they contacted, which provided the basis for the following table (agencies whose percentage of mention is over 10% are given).

Table 5.17

	Percentage of counsellors	Percentage of managers
Social service agencies	28.1	23.4
Colleges/universities	24.3	17.9
Rehabilitation services	14.2	13.9
Community agencies	13.0	7.3
Training/educational institutes	11.7	7.3
Diagnostic services	11.3	13.9
Psychologists, psychiatrists, mental health agencies	10.6	6.0
Worker's Compensation Board	8.9	10.5
Services for the physically disabled	7.7	12.2

Contact with employers was mentioned by less than 10% of counsellors and managers.

Extent to which supervisor and other staff understand the counselling process

Counsellors were asked about the extent to which their managers truly understood the counselling process. Managers were asked this question about themselves.

Table 5.18

Manager truly understands counselling process	Percentage of counsellors	Percentage of managers
Yes	49.6	78.3
Partially	38.4	3.9
No	9.7	10.4
Abstentions	2.3	7.4

Managers seem to be much more confident about their own understanding of the counselling process than counsellors believe them to be.

Both counsellors and managers were then asked the extent to which other staff who make referrals to counselling truly understand the counselling process.

Table 5.19

Other staff truly understand counselling process	Percentage of counsellors	Percentage of managers
Well	32.7	58.7
Somewhat	51.5	30.4
Poorly	12.3	4.8
Not relevant	1.1	3.5
Abstentions	2.4	2.6

Managers are much more confident about their staff's understanding of the counselling process than counsellors are about their colleagues.

Supervision

Managers were asked about the type of supervision they gave their counsellors. Counsellors, in turn, were asked about the type of supervision they received from their supervisors. The results are shown in Table 5.20.

Table 5.20

Supervisor discusses:	Percentage of counsellors who receive this	Percentage of managers who give this
Client work		
Once a week	27.1	36.5
Once a month	7.9	7.0
Once a year	4.8	0.9
As needed	43.9	37.4
Never	7.2	1.7
Abstentions	9.1	16.5
Administrative issues		
Once a week	40.9	39.1
Once a month	5.2	7.8
Once a year	4.1	0.4
As needed	37.4	35.7
Never	2.7	1.7
Abstentions	9.7	15.3

Managers think they give more weekly supervision concerning clients than the counsellors believe they receive. This situation seems to be a pattern that is consistent across all sectors surveyed.

Table 5.21

	Percentage of managers
Meetings	19.6
Local planning strategy	10.8
Verbally	7.0
Stated in policies, mandate	6.6
Strategic planning	6.5
Publications (internal)	3.4
Measurement and accountability model	2.6
Staff consultations	2.1
Performance reviews	1.7

Managers were also asked how they indicated their priorities for work tasks to the counsellors. The responses which accumulated the highest percentages of mention are listed in the adjacent table.

Performance reviews

Table 5.22

	Percentage of counsellors	Percentage of managers
Written review	*	84.8
Supervisor's review	78.0	*
Client feedback	50.8	*
Self assessment	49.6	*
Case conferencing	31.2	40.9
Expert review	22.0	25.2
Peer review	21.7	8.7
Coaching	14.5	48.3
Group problem solving	13.3	27.4
Group presentations	9.9	10.4
None	3.1	0.0

Counsellors were asked about the type of performance reviews they received and managers were asked about the type which they gave. The results are given in Table 5.22.

* not asked in this questionnaire

Counsellors and managers were asked about the frequency of receiving and giving performance reviews. The results are shown in the following table.

Table 5.23

	Percentage of counsellors receiving	Percentage of managers giving
At least once a year	74.8	88.3
Once every 2 years	17.1	0.9
Only on my request	1.4	4.8
Abstentions	6.8	6.1

The performance review system appears to be much more organized in CECs than in other counselling services.

Counselling evaluation

The percentage of managers reporting that counselling was being evaluated by a counsellor-completed form at the end of counselling and that follow-up was being conducted after 6 and 12 months, was 30% to 60% greater than the percentage of counsellors. Further, 33% fewer managers reported that their counselling was not currently being evaluated than did counsellors. Even so, from the percentages of responses given by managers, it appears that there is a lack of evaluation of counselling, although managers believe that more evaluation is being carried out than counsellors report being done.

Other types of evaluations reported by managers included outcome testing (however, their examples were primarily surveys, letters, and participant evaluation which may not capture the sort of client change usually associated with outcome testing) and other evaluation methods (e.g., evaluation with colleagues, ongoing support/monitoring, expert or national headquarters review, etc). However, fewer than 10% of managers reported any of these alternative evaluation methods. (It is understood that CECs will soon implement a serious attempt at evaluation.)

C. Client Characteristics

Some data on client characteristics were presented in Chapter 1.

i. Types of clients

There were some differences between counsellors and managers in their perceptions of the types of clients served in CECs. Managers report that a higher percentage of targeted groups (aboriginal peoples, members of visible minorities, immigrants, persons with disabilities) comprise their counsellors main client group than do the counsellors. Managers may be more aware of the different types of clients which their CEC serves. This difference may also reflect the numbers of clients from target groups who seek help from a CEC but are referred to other, more specialized, services that most counsellors may not be aware of (i.e., aboriginal clients may be referred to aboriginal counsellors). Other groups for which managers report a significantly higher percentage than counsellors are unemployed youth and social assistance recipients.

Outcome expectations

Counsellors were given a list of outcomes and asked to check which of those described their clients' initial and later outcomes. Both initial and later outcomes were assessed because, often, clients' expectations will change during the course of counselling. The first column presents the ranking of outcomes by initial expectation. The extent of change between them and the meaning attached to those outcomes is also shown in columns 5 and 6, respectively. All figures are in percentages of counsellors who selected those items. Respondents were asked to check as many responses as were appropriate.

Table 5.24

Items that increased over initial expectations (in decreasing order of magnitude of change):

Rank of initial expectation	Outcomes	Initial expectation	Later expectation	Change in %	Meaning
25	Decrease in self-defeating behaviours	6.3	57.7	51.4	Self-management
22	Understand own employment barriers	18.2	66.4	48.2	Employability
24	Accept responsibility for taking action	8.2	56.0	47.8	Self-agency
17	Able to reduce or overcome employment barriers	23.6	64.8	41.2	Employability
21	Increased self-esteem in relation to work	19.0	54.8	35.8	Employability
19	Increased capacity for self-direction	20.7	56.4	35.7	Self-agency
20	Increased motivation to seek work	20.6	53.5	32.9	Employability
23	Clarity about how to balance work, family and leisure	9.0	33.6	24.6	Self-management
15	Increased motivation towards training	30.8	41.4	10.6	Self-agency
18	Increased social support	21.3	26.2	4.9	Increased self-management
14	Employment crisis resolution	31.6	33.5	1.9	Specific outcome

Table 5.25

Items that decreased over initial expectations (in decreasing order of magnitude of change):

Rank of initial expectation	Outcomes	Initial expectation	Later expectation	Change in %	Meaning
2	Information about jobs available	82.3	25.4	56.9	Career planning
3	A job	78.7	28.5	50.2	Employability
1	Information about career options	83.3	33.4	49.9	Career planning
8	Clarity about a career path	58.2	19.6	38.6	Career planning
4	Acceptance in training	73.9	36.6	37.3	Specific outcome
10	Enrolment in an income support program	54.1	21.3	32.8	Specific outcome

Items that decreased over initial expectations (in decreasing order of magnitude of change):

13	Support for remaining in income replacement program	41.6	18.3	23.3	Self-agency
5	Clarity about appropriate career choices	70.5	47.9	22.6	Career planning
16	Avoid responsibility for taking action	29.0	12.8	16.2	Self-agency
12	Acceptance in an educational institution	49.1	33.3	15.8	Career planning
7	Clarity about own interests and aptitudes	62.2	50.1	12.1	Career-planning
6	Career/employment action plan	63.5	53.5	10.0	Career planning
11	How to access labour market information	53.4	43.4	10.0	Information
9	Learn job search skills	57.1	51.6	5.5	Employability

Counsellors believe that their clients initially expected assistance in many career planning tasks and information seeking (such as information about career options, information about jobs available, acceptance in training, etc). As counselling progressed, counsellors believe their clients went beyond the straight forward goals of information gathering (which would, presumably, have been met) to the more in-depth issues involving self-agency, self-management and employability (such as decreasing self-defeating behaviours, and understanding and reducing employment barriers).

Managers responses to the question, "Please check the outcomes that you think clients in your CEC can expect to gain from your counselling services" are presented in the table below.

Table 5.26

% of Managers	*Outcomes*	*Meaning*
93.5	Clarity about how to balance work, family and leisure	Self-management
93.5	Clarity about appropriate career choices	Career planning
93.0	Career/employment action plan	Career planning
91.7	Information about career options	Career planning
88.7	Clarity about own interests and aptitudes	Career planning
88.7	Learn job search skills	Employability
88.3	Increased capacity for self-direction	Self-agency
86.1	Information about jobs available	Career planning
85.7	Understand own employment barriers	Employability
84.3	Able to reduce or overcome employment barriers	Employability
84.3	How to access labour market information	Information
83.0	Clarity about a career path	Career planning
77.4	Increased motivation towards training	Self-agency
77.0	Increased motivation to seek work	Employability
71.7	Acceptance in training	Specific outcome
70.0	Increased self-esteem in relation to work	Employability
69.1	A job	Employability
65.2	Accept responsibility for taking action	Self-agency
52.6	Decrease in self-defeating behaviours	Self-management
45.7	Enrolment in an income support program	Specific outcome
44.3	Acceptance in an educational institution	Career planning
43.5	Employment crisis resolution	Specific outcome
27.0	Support for remaining in income replacement program	Self-agency
22.2	Increased social support	Increased self-management
3.0	Avoid responsibility for taking action	Self-agency

A high percentage of managers indicated that topics involving career planning, employability, self agency and information gathering could be outcomes which clients would expect to gain from counselling. The third most frequently checked topic was career/employment action plan, which coincides with what managers ranked as being counsellors' top priority (see Table 5.37).

Client expectations met

When counsellors were asked what percentage of clients achieve their later expectations or goals in counselling, the average response was that goals were met 70% of the time. Slightly over 18% did not respond to this question. However, this optimism should be viewed with caution because mainly subjective means of evaluating counselling were used by counsellors and little follow-up was conducted. Managers were not asked their opinions regarding whether clients'

goals or expectations were being met by counselling. By the lack of evaluation of counselling, they would be hard pressed to adequately estimate a response to this question.

Superiors' expectations met

CEC counsellors were asked to estimate the percentage of superiors who feel that counselling meets their goals or expectations. The majority of counsellors (54.3%) indicated that goals were being met at the 50% level or more. The mean percentage was 72.3%. But, 40.2% of counsellors did not respond to this question, presumably because they did not know or were not able to estimate this answer. Another possibility may be that they are also unaware or unsure of what goals or expectations their superiors have. Counsellors are mandated to assist in the "active" components of career development (job search, placement, skills enhancement) but they also indicated that their most time consuming tasks (see Table 5.37) were to assist the client to develop an action plan (53.2%) and to prepare notes on the interview or client (37.7%). The extent to which these expectations are being met is very difficult to gauge.

D. Counsellor Characteristics

i. Education and training

Current training

Counsellors were asked the following question: "For each of the EIC employment counselling courses listed below, please check any training you have received, and rate how adequate it was".

The rating was as follows: A=good, B=adequate, C=inadequate, D=poor. The results are tabulated in percentages in the following table. The third column indicates the preferences for training as expressed by counsellors. The percentages in the rating columns total the percentages who took the training. A "value index" (VI) was created for credit courses by dividing the percentage of respondents who rated the course as A (good) by the percentage rating it B (adequate). The larger the value, the more positively rated was the course.

Table 5.27

EIC training taken by CEC counsellors	I have not received this training	I would like to take training in this area	I have received this training	My rating for this training is:	
				Rating from A to D	Value Index
Assessment Component of Employment Counselling (ACEC)	6.8	6.9	82.2	A=60.5 B=19.7 C= 3.4 D= 1.0	3.0
Individual Employment Counselling (IEC)	12.4	17.8	59.5	A=38.9 B=17.6 C= 3.9 D= 0.8	2.0
Group Employment Counselling	25.4	25.1	23.3	A=18.3 B= 4.5 C= 0.8 D= 0.3	4.0
Using Tests in Employment Counselling	20.2	53.3	53.5	A=28.6 B=19.2 C= 6.1 D= 1.4	1.5
Measurement and Accountability	9.9	5.9	71.5	A=27.9 B=32.2 C= 9.0 D= 3.4	0.8
Consultation Process	23.8	26.1	11.3	A= 6.3 B= 3.4 C= 0.7 D= 0.6	1.8

Counsellors were given space to fill in any other EIC counselling courses which were not included in this list. Some of the courses mentioned included *Component A: Employer Services, Service Needs Determination,* computer programs, and *Presentation Skills.* No single course accumulated large percentages (i.e. more than 8%).

The EIC courses which received the highest value ratings were: *Group Employment Counselling, ACEC,* and *Individual Employment Counselling.* The course receiving the lowest value rating was *Measurement and Accountability.*

Managers were asked "For each of the EIC employment counselling courses listed below, please check whether or not your counsellors have received this training in that course and rate how useful you believe it was for your counsellors' work. The rating was as follows: A=good, B=adequate, C=inadequate, D=poor. The results are tabulated in percentages in the following table.

Table 5.28

EIC training taken by CEC counsellors according to managers	None has received this training	I would like a counsellors to take training in this area	At least one has taken this training	I think the usefulness of these course are:	
				Rating	Value Index
Assessment Component of Employment Counselling (ACEC)	2.2	1.7	89.1	A=79.1 B= 8.3 C= 0.4 D= 0.9	9.5
Individual Employment Counselling (IEC)	5.2	7.8	77.0	A=63.0 B=11.3 C= 0.9 D= 0.9	5.6
Group Employment Counselling	19.1	19.1	47.8	A=29.6 B=14.3 C= 1.3 D= 2.6	2.1
Using Tests in Employment Counselling	9.6	7.0	73.5	A=40.0 B=20.4 C= 7.4 D= 3.0	2.0
Measurement and Accountability	8.3	6.1	71.7	A=45.2 B=18.3 C= 3.0 D= 3.5	2.5
Consultation Process	23.9	19.6	28.7	A=15.2 B=10.9 C= 1.7 D= 0.4	1.4

Managers were given the opportunity to write in other EIC courses which were not included in this list. Large percentages of mention were accumulated only in the column "At least one counsellor has taken this training". The courses that accumulated percentages of mention of over 1% included Component A: *Employers Services, Component* E, *Presentation Skills, Client Service Training,* and *Job Search Strategies.*

Managers, like counsellors, also feel that some courses are more valuable than others. The value rating by managers was quite different from that accorded by counsellors. Managers were extremely favourable to individual counselling (ACEC and IEC) and much less so towards group counselling. This rating may partially explain the low priority given to group counselling in CECs. Almost 80% of managers have given an A rating (good) to the *Assessment Component of Employment Counselling.* They also agree with counsellors about the usefulness of the *Consultation Process* course.

Counsellors were then asked the following question relating to their training outside of the EIC in-service program: "For each of the topics listed below, please check any training you have received, and rate how adequate it was. If you have received more than one training in a given box, please place the number of training in the box rather than a check". Managers were given a similar chart and asked to indicate whether or not one or more of their counsellors need training in that topic area.

The rating was as follows: A=good, B=adequate, C=inadequate, D=poor. The results are tabulated in percentages in the following table.

CEC COUNSELLORS

Table 5.29

Topic	I have not received this training	I would like to take training in this area	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
			No. taken	Rating	Value Index	No. taken	Rating	No. taken	Rating	No. taken	Rating
Individual counselling	16.1	16.6	1=12.3 2= 0.4 5= 0.1 7= 0.1 10= 0.1 15= 0.1	A=3.4 B=2.3	1.5	1= 3.1 2= 0.1	A=1.0 B=0.7	1= 2.8 2= 0.3 3= 0.1 6= 0.1	A=0.6 B=0.8	1=23.7 2= 0.4 4= 0.1	A=5.6 B=2.3 C=0.1
Career counselling	21.3	27.6	1=4.7 6=0.1	A=1.0 B= 0.8	1.3	1=2.0 2=0.1	A=0.6 B=0.3 C=0.1	1=2.3 2=0.3	A=0.6 B=0.6	1=12.0 2= 0.3	A=3.2 B=1.4
Group counselling	26.0	25.7	1=3.9 3=0.1 4=0.1	A=1.1 B=0.4 C=0.1	2.8	1=2.4	A=0.1 B=0.6 C=0.1	1=1.6	A=0.1 B=0.3	1=8.7	A=3.2 B=0.6
Tests	20.2	19.6	1=5.2 3=0.4 4=0.1	A=1.7 B=0.8 C=0.1	2.1	1=6.1 2=0.3 3=0.1	A=0.1 B=0.6 C=0.3	1= 8.3	A=0.8 B=1.0 C=0.1 D=0.3	1=13.3 2= 0.1	A=3.1 B=2.0 C=0.1 D=0.1
Rehabilitation counselling	39.6	20.0	1=1.3	A=0.3	0.2	1=0.8	B=0.3 C=0.1	1=2.3	A=0.1 B=0.1 C=0.3	1=1.3	A=0.4 B=0.1
Labour market information	22.6	25.8	1=2.5	A=0.3 C=0.3	1.0	1=11.1 2= 0.1 3= 0.1	A=1.1 B=2.4 C=0.6	1=7.9 3=0.3 4=0.1	A=2.1 B=1.3	1=4.8 2=0.1	A=1.0 B=0.4 C=0.1
Career/Occupational information	21.0	31.9	1=2.4	A=0.6 C=0.3	2.0	1=8.6 35=0.1	A=0.7 B=1.3 C=0.3 D=0.1	1=4.9 2=0.1 7=0.1	A=0.8 B=0.8 C=0.1 D=0.1	1=2.7 3=0.1 4=0.1	A=0.7 B=0.1
Program development	31.7	21.6	1=1.4 5=0.1	A=0.6 B=0.1	6.0	1=3.1 3=0.1	A=0.1 B=0.1	1=4.5 2=0.3	A=1.1 B=0.6 D=0.1	1=3.1 2=0.1	A=0.8 B=0.4

Topic	I have not received this training	I would like to take training in this area	I have taken a credit course at college or university in this area			I have taken about 6 hrs of training in this area		I have taken a workshop or seminar of 2 to 4 days in this area		I have taken a workshop or seminar of 5 days in this area	
			No. taken	Rating	Value Index	No. taken	Rating	No. taken	Rating	No. taken	Rating
Supervised counselling	39.5	15.9	1=0.6 2=0.1	A=0.3	0.5	1=0.8	A=0.1 B=0.1	1=1.1	A=0.3 B=0.1	1=1.7	A=0.4 B=0.1
Counselling aboriginal clients	37.9	17.6	1=0.8 2=0.1	A=0.3 B=0.1	3.0	1=2.5 2=0.1 3=0.1	A=0.3 B=0.7	1=3.8 2=0.3 6=0.1	A=0.6 B=0.8 C=0.1	1=1.0	A=0.6
Counselling visible minorities	36.4	19.2	1=0.7 2=0.3	A=0.1 B=0.1	1.0	1=3.7 3=0.1	B=0.6 D=0.3	1=1.8	A=0.1 B=0.4	1=0.6	A=0.3
Counselling women	32.3	24.0	1=1.1 3=0.1	A=0.1 B=0.3	0.3	1=3.1 5=0.1	A=0.4 B=0.3 C=0.1	1=3.7 5=0.1 6=0.1	A=1.0 B=0.3	1=1.3	B=0.6
Counselling disabled clients	34.0	23.4	1=0.7 2=0.1	A=0.1 B=0.1	1.0	1=4.1 2=0.1	A=0.6 B=0.8 C=0.1 D=0.1	1=3.1	A=0.4 B=0.6 D=0.1	1=1.1 4=0.1	A=0.6
Cross-cultural counselling	34.4	21.9	1=1.3 2=0.1 3=0.1	A=0.3	0.3	1=4.1 2=0.1 3=0.1	A=0.4 B=1.0 C=0.1	1=4.9 3=0.1	A=1.0 B=0.6 C=0.1	1=1.1	A=0.3 B=0.3

Counsellors generally would like to receive training in career/occupational information, career counselling and labour market information. Over one quarter (25.7%) would also like to receive training in group counselling.

CEC counsellors have not taken many credit courses but they gave high value ratings to: program development, counselling aboriginal peoples, tests and career/occupational information. Courses that received particularly negative ratings included: rehabilitation counselling, cross-cultural counselling, counselling women, and supervised counselling.

Shown below are the responses from managers to the question "For each of the topics listed below, please check whether or not one or more of your counsellors need training in that topic area".

Table 5.30

Topic	Not required	It would be helpful but is not urgent	I need at least one counsellor to receive this training:	
			Within a year	Soon
Individual counselling	30.0	6.1	11.7	11.3
Career counselling	23.9	11.3	16.5	11.7
Group counselling	22.6	13.9	18.7	13.5
Tests	36.5	10.9	13.5	7.0
Rehabilitation counselling	48.3	16.1	3.5	0.4
Labour market information	23.5	25.7	16.5	12.2
Career/Occupational information	22.2	24.8	17.0	10.0
Program development	27.4	20.0	16.5	5.7
Supervised counselling	39.6	9.6	4.8	4.3
Counselling aboriginal clients	35.7	23.5	11.3	3.0
Counselling visible minorities	34.8	26.5	9.1	3.5
Counselling women	30.0	27.0	13.5	3.9
Counselling disabled clients	23.0	35.7	13.9	5.2
Cross-cultural counselling	31.3	25.7	11.3	5.2

Managers see a need for training in counselling disabled clients, women, and visible minorities, but the training is not as urgent as in group counselling, career/occupational information, program development, career counselling and labour market information.

Courses or workshops

Counsellors were asked to list the courses or workshops they had attended in the last year. Managers were asked to indicate the courses and workshops that were provided to counsellors in the past year. The range of topics suggests that many counsellors have taken available CEC courses and that managers support these courses. Some of the themes of these courses (which were mentioned more than 1%) are shown below.

Table 5.31

Topic	Percentage of counsellors who have taken course	Percentage of managers whose CEC has provided course
Employment, career	48.7%	6.9 *
Measurement/accountability	22.4%	17.4
Special counselling techniques	20.4%	19.1
Administrative	7.0%	1.3
HR planning	5.2%	0.8
Background theory	4.8%	0.9
Development of counselling relationships	3.4%	0.0
Bill C113	3.2%	2.6
SND/GSD	2.4%	2.1
Specific computer systems	2.3%	0.8
Client Service Training	2.2%	3.4
Counselling skills	1.8%	0.9
Supervision	1.5%	0.0
Stress management	1.5%	0.4
Conferences	1.3%	0.0
Training for Trainers	1.3%	0.4
Program planning	1.2%	1.3
Ness	1.4%	0.4

* This percentage does not include the employment/counselling courses provided by EIC.

Counsellors and managers were also asked to indicate the duration of training that they took or provided. Results are shown in the table below.

Table 5.32

Number of days duration of training	Percentage of counsellors taking	Percentage of managers providing
0.25	0.8	1.7
0.50	5.9	5.2
0.75	0.3	0.0
1.00	34.4	28.2
1.50	1.6	0.0
2.00	27.8	14.9
2.50	10.7	0.0
3.00	25.3	14.4
3.50	0.2	0.0
4.00	8.6	3.0
4.50	0.3	0.4
5.00	15.6	14.8
6.00	8.0	0.0
6.50	0.1	0.0
8.00	0.4	0.0
9.00	0.6	0.4
10.00	20.0	20.8
12.00	0.5	0.0
14.00	0.3	0.0
15.00	0.8	0.4
18.00	0.1	0.0
20.00	0.6	0.0
30.00	0.3	0.4
>30.00	2.6	0.0

The most popular durations for courses are 1, 2, 3 and 10 days, which reflects the variety of EIC counselling courses which counsellors have taken and managers have provided. Courses with durations of 10 days generally represent the EIC competency-based courses in employment counselling.

Who should be responsible for delivering counsellor training?

Counsellors and managers were given a list of five agencies and asked to rank which agencies should be responsible for delivering counsellor training programs in career or employment counselling. They were also given space for writing in "others".

The following table shows the percentages of counsellors' rank order in columns 1 to 5. From these data, the cumulative rank percentages were calculated and these are presented in the final column. The difference in cumulative ranks across columns in the table reflects differences in the number of respondents. However, within each column, the higher numbers represent more preferred rankings.

Table 5.33

	RANKING					Cumulative Rank
	1	2	3	4	5	
Colleges and universities	27.6	16.1	13.3	6.9	3.5	478
Provincial department of education	2.4	3.4	8.3	15.0	14.8	313
Employment and immigration	52.9	12.7	8.5	3.9	2.8	573
Employers of counsellors	6.8	6.6	7.6	10.2	14.4	325
Professional counsellors' associations	24.3	20.9	14.2	5.5	2.3	476

Managers were given the identical question. Their results are shown in the following table.

Table 5.34

	RANKING					Cumulative Rank
	1	2	3	4	5	
Colleges and universities	16.5	13.9	17.0	10.0	3.5	140
Provincial department of education	0.9	4.3	2.6	14.8	16.5	91
Employment and immigration	67.8	7.0	8.7	1.7	1.3	199
Employers of counsellors	8.3	9.1	7.4	10.4	11.3	107
Professional counsellors' associations	13.0	24.3	16.1	3.5	4.3	141

Both counsellors and managers ranked EIC as the most preferred agency to be responsible for delivering counsellor training, with colleges and universities, and professional counselling associations tied for second and third choice. Both placed the provincial department of education as the least preferred agency. Agencies listed in other included private organizations, expert counsellors and authors of training tools. None of these other agencies were mentioned more frequently than 1%. The high ranking of EIC as the preferred deliverer of training shows a strong endorsement of the EIC competency-based training programs.

Who currently provides training in career and other counselling areas?

It is not surprising that counsellors and managers ranked EIC as being the most preferred agency to deliver counsellor training when many respondents have taken their training at EIC. When asked to list which organization currently provide training in career and employment counselling, a majority of both counsellors and managers listed EIC, or "their workplace". Colleges and universities were also mentioned. Responses from counsellors and managers which were mentioned more often than 1% are shown in the table below.

Table 5.35

	Percentage of counsellors	Percentage of managers
EIC/CEC	35.3	33.1
University	15.0	12.6
Colleges	10.2	7.4
None	12.3	21.7
I don't know	1.5	0.8
Not in my area	1.3	1.7
Abstentions	34.8	34.3

Surprisingly, slightly over one third of counsellors did not respond to this question and 12.3% of counsellors indicated that no organization provided such training. Presumably, they either did not equate their own counselling training from EIC with this question, or the training was not offered in their area, and therefore, the question was left blank.

Counsellors and managers were also asked to list any other organizations which provide training in other areas of counselling which are of interest to them. Responses which accumulated percentages of mention higher than 1% are shown in the following table.

Table 5.36

	Percentage of counsellors	Percentage of managers
None	12.8	14.8
University	10.9	9.1
Colleges	4.5	5.7
Not in my area	1.3	5.2
Private organizations	1.0	2.2
I don't know	4.2	2.6
No response	60.5	56.1

Of those counsellors who did respond to this question, the most frequent answer was none and a large percentage of counsellors did not respond to this question. It is more than likely that training does not exist in their area (recalling that over 50% of counsellors and managers work in municipa-lities with populations of under 50,000 inhabitants).

Universities may be the next, or closest, institute which provides any counselling training.

Should there be a method of crediting informal learning?

When asked the question, "Do you think there should be a method of crediting your informal/experiential learning within the training system for counsellors?", 83.9% of counsellors said yes. Only 8.9% said no, and 7.2% did not respond.

Conference attendance

Conferences and workshops are often an alternate source of training and networking for counsellors. Managers were asked if they sent their counsellors to conferences and, if yes, the average number of days they would attend. The responses of managers were virtually identical to the counsellor responses reported in Chapter 1: 74.3% said they did not send their counsellors to conferences, 22.6% did send them, and 3.0% of managers did not respond to this question.

Of those managers who did send their counsellors to conferences, the average number of days for their attendance was 3.7. When asked about the extent to which expenses to conferences were paid, 2.5 times as many counsellors (as compared to managers) said that none of their expenses were paid for by the employer. One reason for this discrepancy could be that counsellors, attending conferences for professional development, have not requested that their expenses be paid or that the conference they are attending does not meet a pre-authorized list of "official" conferences. Some counsellors also volunteered the comment that the direct expenses of the conference are not paid, but they are given time off from work to attend them.

ii. Counsellor time and tasks

Counsellors were given a list of tasks and asked which of these tasks they personally do and which they believed were the five most time consuming. The percentages of counsellors reporting their five most time consuming tasks are shown in the following table.

Managers were asked to which of these tasks they expected their counsellors to give priority. The results are also shown in the following table.

Table 5.37

TASKS	Percentage of counsellors	Priority of managers
Case Management		
Administer the program	21.0	1.3
Recruit clients	1.3	0.0
Arrange training or job search services	10.8	12.6
Determine with the client the service required	15.3	31.3
Administration		
Prepare notes on interview or client	37.7	6.9
Clerical tasks	15.6	0.4
Select and approve clients for specific program	15.4	39.1
Document program candidates	15.6	6.5
Recommend or OK program expenditures	7.9	11.3
Counselling		
Personal	7.5	2.1
Teach assertiveness, stress management, etc.	1.6	0.8
Counselling intervention with clients during training	4.2	9.2
Career and employment		
Assist client develop a career action plan	53.2	80.5
Train in decision skills	17.4	18.7
Counsel for skills enhancement	28.9	*
Train in job search	19.8	18.6
Counsel for job maintenance	3.6	8.6
Interpret tests	8.8	6.0
Determine client's needs and/or objectives	26.7	34.8
Conduct registration or intake interview	4.1	1.3
Interpret services to client	4.3	2.6
Provide client with information for career choice	19.0	30.4
Mentoring		
Coach	1.0	3.9
Teach or train	1.8	0.4
Help client to follow through on action plan	5.8	30.9
Help client develop job search skills	6.1	13.0

TASKS	Percentage of counsellors	Priority of managers
Working with 3rd Parties		
Liaise with relatives	0.3	0.0
Networking with other agencies	8.1	23.2
Employers	4.3	13.5
Consumer groups	0.4	0.0
Consult with other specialists	1.0	0.8
Refer client to a job vacancy	0.7	3.5
Act as a consultant to others	1.4	1.7
Counsel family of client	0.4	0.0
Interview employers to obtain job information	1.0	0.4
Liaise with agencies in the community	5.2	7.4
Liaise with other career counselling agencies	0.5	2.2
Refer clients to other sources for help	1.3	4.7
Make representations on behalf of clients	-	0.4
Document programs/services needed by clients but not available	0.4	0.9
Arrange for, or assist with, support services	0.7	0.4

Counsellors

Counsellors report that their most time consuming tasks are assisting clients to develop an action plan and preparing notes on the interview or the client. Very little time is spent on mentoring activities and working with third parties. Contact with employers also appears to take up a small amount of counsellors' time.

Managers

Managers report that their counsellors' priorities should be: to assist the client to develop a career action plan (80.5%), to select and approve clients for specific programs (39.1%), to determine client's needs and/or objectives (34.8%) and to help client follow through on action plan (30.9%). They also expect counsellors to network with other agencies (23.2%). Very few managers (6.9%) gave priority to preparing notes on the interview or client.

The results in the table above show some very obvious commonalities and discrepancies between managers and counsellors. The most time-consuming task for counsellors, and the task which managers feel should be given top priority, is to assist the client to develop an action plan. But, managers believe that counsellors should give second priority to selecting and approving clients for a specific program and counsellors did not rank this task as being one of their five most time-consuming.

Instead, counsellors spend a big part of their time on preparing notes on the interview or client, mainly because of the administrative need for counsellors to document what they have done with a client. They seem to be burdened with this administrative task that takes time away from their counselling duties. But, as a CEC counsellor, they may believe that they need to complete this documentation for accountability purposes.

Managers also expect their counsellors to do more work with third parties than counsellors are currently doing. Networking with other agencies ranked seventh on managers' priorities but did not even rank in the top ten most time consuming tasks for counsellors.

E. Summary

According to the counsellor and manager reports, CECs have a mandate focused on various aspects of employment counselling, including career decision-making, skill enhancement, education/training selection and adjustment, job search, placement, and maintenance, and equity concerns, and reaction to job loss. Personal and family counselling, substance abuse, crisis issues, and rehabilitation issues are not a high priority in their mandate. About 70% of counsellors and managers report having to turn clients away because of mandate restrictions, primarily because they are not on unemployment insurance or social assistance, or because they lack appropriate staff or other resources to handle all requests.

Virtually all of the managers, and about three-quarters of counsellors were aware of a national policy on employment counselling and about half of the managers reported that a regional policy also existed. Almost all respondents said that they had a policy on career and employment counselling. However, it appears that the policy is not adapted to the local level, for less than one-third of CECs have their own policy. Over half of the managers indicate that they have an equity staffing policy and just over a third of consultants (see Chapter 6) report that counsellors are required to be trained on equity issues. Although aboriginal and disabled people are somewhat under-represented and women are somewhat over represented by the proportion of counsellors working in CECs, there is a better reflection of the general population in the composition of CEC counselling staff than exits in the other sectors surveyed. This is one area where policy can be seen to be making a difference, even though both counsellors and managers think it is not important that a counsellor be a member of a designated group which they are counselling.

About one-fifth of the replies came from population centres with less than 10,000, and an additional one-third came from centres of 10,000-50,000. In smaller centres, the local high school and the CEC seem to be the only places where people can obtain career counselling.

On the average, CEC counsellors carry an active caseload of 60 clients. This is reported as an increase over last year. There usually are 19-29 people waiting to receive service from CEC counsellors and the average client needs to wait about 2 weeks to get a counselling session. Counsellors spend an average of 22.4 hours per week on activities related to counselling and see, on the average, 15 clients per week. Counsellors report that each client receives an average of 2-3 sessions. Given the caseload and the number of clients seen per week, it could be that clients must wait 3 to 4 weeks between counselling sessions. With this sort of scheduling, it would be difficult for a counsellor to get to know the client or to determine the obstacles which may be interfering with progress.

About one-third of the managers report that the staff budget has decreased over the past 2 years and one-third also expect the budget for staff and resource materials to decrease over the next 2 years. About half of the managers report that the funding levels have, and will, remain the same. Counsellors see a somewhat different picture, with about 40% reporting decreases and one-third reporting a constant level. Counsellors and managers agree that the most serious problem facing client service is staff shortages and it is difficult to imagine how this will be resolved when resources are expected to stay the same or decrease over the next 2 years.

CEC counsellors have trouble going to conferences. Less than one-quarter of CEC counsellors attend conferences and only half of them are able to do it yearly. When they do attend, few get all or even part of their expenses paid and most of them need to pay all their expenses themselves. Without some form of professional affiliation, it may be difficult for counsellors to keep current in their practice and maintain a sense of the broader picture in which career and employment counselling are embedded.

About a quarter of managers also carry a counselling case load and report spending about 15% of their time counselling. In spite of this, only half of the counsellors thought their manager truly understood the counselling process (while three-quarters of managers said they thought they understood the counselling process). Counsellor reports indicate that only a third of counsellors receive any regular supervision of their work with clients, although almost half of the counsellors report that their supervisors discuss administrative issues with them regularly. Three-quarters of the counsellors report receiving an annual performance appraisal from their supervisors. Almost 90% of the managers report doing annual written performance appraisals of their counsellors.

The clients who come to CECs are distributed normally across the age span, with the majority falling in the 25-45 year old age range. They are 90% unemployed adults, with a large proportion of clients being women, unemployed youth, social assistance recipients, aboriginals, and immigrants. CEC counsellors report that

although the primary client presenting problem is that they need a job, the client problems also involve skill enhancement, education/training selection, career decision-making, job search, and placement. These problems are also seen as the main underlying problems of clients as well.

CEC counsellors do not see their clients as needing personal counselling or family counselling, probably because such problems are not part of the mandate of the CEC and the brief interviewing procedure (20-30 minutes) may not reveal such problems. The emphasis on job search, placement and skills enhancement, and lack of emphasis on personal counselling, suggests that CECs service clients differently than school and colleges/Cegeps, but more similar to community agencies. The vast majority of these clients come to counselling voluntarily, expecting to obtain information about career, job and training options. As they get that assistance, they come to ask for assistance in self-management, self-agency and employability issues. Three-quarters of the clients also get counselling elsewhere, which does not appear to be a problem for the counsellors or managers.

CEC clients face a variety of obstacles, the most notable being finances and unemployment, which were perceived to be obstacles to client progress by almost 90% of their counsellors. However, several "internal" factors were also seen as substantial obstacles, namely, lack of belief in self, low motivation to change, and a low potential for success. Given the number of sessions and time frame for counselling operating in most CECs, it will be difficult for counsellors to address these sorts of client barriers. Counsellors also saw their own stress and frustration levels as being obstacles to client progress.

The counsellors working in CECs generally fall in the middle of the four sectors surveyed as far as age, and experience are concerned. They are older, more experienced, and have a less academic education than counsellors working in other sectors. Their salary levels, however, are greater than counsellors in community agencies. About half of the counsellors have an undergraduate degree, but only about half of those have their degrees in a field related to counselling. Less than 10% of the counsellors have academic credentials that would be recognized by many counselling professional associations. Managers tend to over estimate the academic qualifications of their staff.

Although only two-thirds of the counsellors report having a union to represent their interests in the work place, it is the case that all CEC counsellors need to belong to a union as a condition to their employment. It could be that one-third of the counsellors see the union as not representing their interests as counsellors. On the other hand, only one-third of the managers reported belonging to a union to protect their interests in the work place.

A majority of counsellors report one of their five most time-consuming activities is assisting clients to develop an action plan, an activity that managers agree should be a high priority. Counsellors also say that much of their time is spent on administrative duties, such as preparing case notes, activities to which managers give a very low priority. Other activities to which managers give high priority include, helping clients follow through on their action plan, selecting clients for training, and working with clients to determine the client's needs and services required, however, few counsellors report these as tasks on which they spend much time. Managers also give high priority to networking with other agencies, while counsellors do not report this is a time consuming activity either. These discrepancies between the priorities of managers and the time consuming tasks of counsellors undoubtedly lead to stress and frustration on the part of both counsellors and managers.

Although few CEC counsellors have taken university training relating to counselling, many have pursued professional in-service training to upgrade their skills and knowledge. More than half of them have taken 4 or more modules in the competency-based training program offered by EIC, and over 80% of them have taken training in the *Assessment Component of Employment Counselling*. Generally speaking, the course participants gave very high ratings to the training they received in this manner and EIC was the most preferred delivery mode for further training. The counsellors surveyed also report wanting to take further training, especially in career/occupational information, career counselling, labour market information and group counselling. The training needs in group counselling, labour market information and career/occupational information were also strongly endorsed by managers.

CEC counsellors and managers are very positive about the service they offer. The majority of counsellors and managers believe that the quality of their counselling service has improved over the past 2 years, due to the increased experience and skill of the counsellors, and that overall, their service is very good or excellent. Less than a quarter thought that the service was not as good as it could be. When asked to compare their service with that offered by others, almost half of them said it was better and an additional one-third said it was as good as that provided by others. Almost three-quarters of the counsellors feel that their service is meeting their supervisors' expectations.

Counsellors report that about 70% of their clients have their counselling expectations satisfied, although they have minimal data to back up that impression. About one-quarter of the counsellors reported that they did not evaluate their counselling, and about 45% said that they evaluated it with their clients while in counselling, presumably by asking them how useful they found the session. Very few counsellors report doing follow-up at 6 to 12 months. Managers were under the impression that more evaluation was being done at 1

year. However, about 20% of the managers also report that counselling is not evaluated. It is difficult to determine whether the slightly more positive picture painted by managers indicates that managers are more aware of recent evaluation methods that have been developed by head office and are beginning to work their way into the field. It is clear that evaluation of counselling needs to be re-examined in CECs. The new *Counselling Guidelines for Measurement and Accountability in the CECs* is an important step in the direction of addressing this concern.

The vast majority of CECs have a career resource centre or labour market information area. It is reassuring to note that the resources materials distributed by head office are widely known and used by both counsellors and managers. However, almost half of the counsellors (and one-quarter of the managers) said they needed more information on adapted testing for people with special needs, about one-third of counsellors (and one-quarter of managers) said they would like to have more occupational videotapes, and about one-quarter of counsellors (and 10% of managers) said they needed more information on the occupational entry requirements for immigrants. Counsellors and managers also expressed a need for resource materials describing desirable qualities for various occupations, information on the work capabilities of disabled persons, research specific to designated client group, and study programs for various occupations. They also expressed a particular need for a catalogue of employment programs at the municipal, provincial and federal levels.

Chapter 6

A Comparison of Consultant and Manager Responses

Questionnaires were sent to guidance consultants in school boards and ministries of education, to employment counselling program administrators/consultants in ministries of social services and other organizations that sponsor community social services and to counselling consultants in regional and district offices of EIC. The term "consultants" is used to refer to these three groups of people in the current chapter. Of the questionnaires sent out, 26 from guidance consultants were returned in time for inclusion in this analysis, 21 were returned from program administrators/consultants and 45 from EIC consultants. However, only 39 of the EIC consultant questionnaires were sufficiently completed for inclusion in this analysis (i.e. 6 questionnaires were returned either blank or partially completed). Responses from consultants in these three sectors are compared with the respective heads of guidance or managers of the individual counselling offices. A cross-sector comparison of consultants is also presented at the end of each section.

A. General Information

i. Geographical location

Consultants were asked where their offices were located. The results are presented in the table below.

Table 6.1

	Schools	Communities	CECs
Territories	3.8	0.0	0.0
Western Region	11.5	23.8	23.1
Prairie Region	30.8	33.3	5.1
Ontario	19.2	19.0	25.6
Quebec	11.5	0.0	33.3
Atlantic Region	23.1	14.3	10.3
Abstentions	0.1	9.6	2.6

There were no agency respondents from the Territories or Quebec, and the Western and Prairie regions were over-represented. CEC con-sultants were under-represented in the Prairie region.

Span of control

Consultants from all three sectors were asked about the number of schools, organizations or CECs they assist.

Table 6.2

How many schools, organizations do you assist?	Guidance consultants	Administrators/ consultants	EIC consultants
Mean	36.2	25.4	26.7
Abstentions	11.5	23.8	7.7

Consultants from all three sectors appear to have a very large span of control. Leadership for this number of offices could be rather difficult to maintain, especially if the individual counselling offices and the consultants' own offices are located some distance away from each other. Guidance consultants for school boards are also sometimes itinerant counsellors, so that, in addition to the large number of schools they assist, their time is also spent counselling students.

B. Leadership

Generally, consultants such as those surveyed have the responsibility of providing, among other things, adequate leadership and support to the individual counselling offices within their jurisdiction. Consultants were asked if their office provided leadership and support in various areas. Their responses to this item can be compared to the responses of managers, described in earlier chapters, regarding whether an office existed that provided such support. The results are presented in Table 6.3, below.

Table 6.3

	Guidance consultants	Heads of guidance in schools	Consultants /administrators	Managers of agencies	EIC consultants	CEC managers
Sets policies	30.8	43.8	57.1	40.2	94.1	*
Provides continuing education	11.5	38.8	47.6	32.4	41.0	*
Develops counselling methods	11.5	17.5	33.3	15.7	25.6	*
Develops assessment instruments	15.4	20.0	61.9	25.5	76.9	*
Provides resources	69.2	65.0	76.2	40.2	76.9	*

* Not asked in this questionnaire because it was known that National Headquarters of EIC does perform this activity

Each item is discussed below.

i. Policy and mandate

Consultants	Heads and Managers
Only 30% of guidance consultants indicated that setting policy was one of their roles. Moreover, 57.7% of guidance consultants said that a policy for counselling already existed. This result would suggest that consultants are not actively involved in policy formulation.	About 43% of guidance heads said that an office existed in their department of education or school board which sets policy on career/employment counselling. When asked if a policy for counselling already existed, 53.8% of heads of guidance said that it did.
The pattern of responses for community agencies is the reverse of the one for schools, with about 57% of administrators/consultants saying they or their office set policy. Similarly, 81% of these consultants said that a policy already existed.	Only slightly over 40% of managers of community agencies indicated that an office existed in their network which set policies. About 67% of managers indicated that a policy was already in place in their counselling service.
Most (94.1%) EIC counselling consultants are involved in setting policies. When asked about the type of policy that was already in use, 76.9% of consultants indicated that a national policy was in place.	The question about whether an office existed which sets policies was not asked of CEC managers. But, they were asked about the type of policy which was already in place. About 62% of managers indicated that a national policy was in place. Over one-third (33.9%) indicated that their CECs had their own policy.

Thus, it appears that consultants serving community agencies and CECs are more involved in setting policies than there serving in schools. Agency administrators/consultants may not be very effective in informing the offices they supervise about policies, however, and the policies that satisfy administration are not necessarily those that are meaningful to practitioners. It would appear that the EIC national policy does not always get personally tailored to a local CEC. It appears, then, that EIC consultants are the most involved in setting policy while, in comparison, school consultants are the least.

Equity staffing policy

Consultants from all three sectors were asked if an equity staffing policy existed in their schools, organizations or CECs. Results are shown in the following table.

Table 6.4

Equity staffing policy	Guidance consultants	Heads of guidance in schools	Agency consultants	Managers of agencies	EIC consultants	CEC managers
Yes	15.4	45.0	23.8	50.0	38.5	65.7
No	19.2	46.3	19.0	39.2	10.3	23.9
Planning one	53.8	8.8	52.4	4.9	41.0	5.2

Consultants

According to consultants, it appears that EIC, more than other organization, already has an equity staffing policy. However, over half of consultants from schools and community agencies appear to be in the process of planning one.

Heads and Managers

A majority of managers in community agencies and CECs indicated that they had an equity staffing policy, and almost half of heads of guidance indicated this was the case. In comparison with their consultants, a larger percentage of heads and managers indicated that they had an equity staffing policy.

It is possible that individual offices are following their own policy on equity staffing while the central offices are still in the process of developing an official policy for all the counselling offices under their influence. However, this clearly is an area where consultants could exercise a leadership role and be more involved in local policy.

Counselling focus and mandates

All consultant respondents were given a listing of possible problems which they believed their schools, organizations or CECs had. Approximately half of guidance consultants (50.0%), employment counselling program administrators/consultants (47.6%) and EIC consultants (53.8%) indicated that "unclear mandate" was a problem which their schools, organizations or CECs have. This result may reflect directly to the state of policy formulation and the extent to which current policies address key issues.

Consultants were asked to indicate the main focus of their organization's support of counselling efforts. The results are shown in table 6.5.

Table 6.5

Main focus of counselling	Guidance consultants	Agency consultants
Personal	7.7	0.0
Staff	0.0	0.0
Family	3.8	0.0
Career	19.2	9.5
Education	42.3	0.0
Employment	3.8	38.1
Rehabilitation	0.0	4.8
Crisis	3.8	0.0
Job Search	0.0	0.0
Abstentions	19.2	47.6

Appropriately, the majority of guidance consultants indicated that education is the main focus of their counselling, followed by career counselling. Other items such as personal, family, employment and crisis were also checked off by guidance consultants, but in very small percentages. These results show a stronger focus on educational and career counselling than was reported by heads of guidance or school counsellors in chapter 2. The smaller emphasis on personal counselling is particularly noteworthy.

Community agencies, on the other hand, indicated that employment is their main focus, followed by career and rehabilitation. No other items were checked off by agency consultants. These results are consistent with those reported by agency managers and counsellors in Chapter 4.

Because the question asked respondents to indicate "which one of the following best describes the main focus", the substantial number of abstentions from program administrators/consultants may reflect the difficulty respondents could have had with choosing only one counselling focus, or may indicate that their priorities were entirely different than those provided in the list.

EIC consultants were not asked this question since their main focus for counselling is employment, which also coincides with the highest ranking items in their mandate as indicated by CEC managers.

Counselling tasks and priorities

Consultants were asked to indicate the priority that their counsellors should give to counselling tasks listed. Heads of guidance, managers from community agencies and CECs were also asked this question. The tasks which ranked in the top five for any one sector are presented in the following table. Numbers in superscript beside some percentages indicate the top five ranked tasks.

Table 6.6

TASKS	Guidance consultants	Heads of guidance	Administrators/ consultants	Agency managers	EIC consultants	CEC managers
Case Management						
Administer the program	7.7	10.0	33.3[3,5]	6.9	17.9	1.3
Determine with the client the service required	0.0	22.6[5]	38.1[2]	27.5[4]	23.1	31.3[4]
Administration						
Prepare notes on interview or client	3.8	2.5	0.0	5.9	25.7[4]	6.9
Select and approve clients for specific program	3.8	1.3	28.6[5]	13.8	10.2	39.1[2]
Counselling						
Personal	57.7[2]	82.6[1]	23.8[5]	13.7	5.2	2.1
Career	65.3[1]	•	•	•	•	
Counselling intervention with clients during training	•	•	•	•	28.2[3]	9.2
Career and employment						
Assist client develop a career action plan	61.0[2]	56.4[2,5]	66.7[1]	49.0[1]	74.3[1]	80.5[1]
Train in decision skills	11.5	16.4	19.1	6.9	25.6	18.7
Train in job search	7.7	5.1	23.8	17.6	25.7[4]	18.6
Interpret tests	22.9[5]	15.1	0.0	0.0	10.2	6.0
Determine client's needs and/or objectives	11.5	27.6[4]	33.3[3,5]	43.1[2]	53.8[2]	34.8[3]
Interpret services to client	11.4	3.9	23.8[5]	3.0	5.1	2.6
Provide client with information for career choice	38.5[4]	56.4[2,5]	14.3	28.4[3]	5.2	30.4
Mentoring						
Help client to follow through on decision or action plan	3.8	21.4[5]	23.9	10.7	15.4	30.9[5]
Help client develop job search skills	0.0	5.1	4.8	21.6[5]	12.8	13.0

• Not asked in this questionnaire

Consultants	Heads and Managers
All consultants ranked "assist client to develop a career action plan" as either first or second priority. There were no activities in the category of working with third parties ranked in the top five for any of the three sectors.	Managers from all three sectors, like their respective consultants, ranked "assist client develop a career action plan" either first or second. Again, like their consultants, none of the managers ranked any tasks in the category of working with third parties in the top five.
Guidance consultants gave high priority to career counselling and personal counselling. Administrators/consultants for community agencies gave high priority to determining client's needs and/or objectives and administering the program. EIC consultants gave high priority to determining client's needs and counselling intervention with clients during training.	Heads of guidance ranked personal counselling as their counsellors' top priority. Determining clients needs' and/or objectives were ranked by all heads and managers as either second or third priority. CEC managers gave high priority to selecting and approving clients for a specific program.

It is interesting to note that consultants perceive the mandate of school counselling to be more focused on education and career counselling, while guidance heads see personal counselling as being an equally or more important part of their mandate.

As discussed earlier, half of guidance consultants indicated that unclear mandate was a problem in their schools. It may be that school consultants' reports of an unclear mandate being a problem reflects a discrepancy between the mandate and student needs as perceived by counsellors rather than a lack of clarity in mandate per se.

Community agency program administrators/consultants had a view of mandate that was consistent with that of managers and counsellors and a list of top priority tasks that was consistent with their stated mandate.

A similar level of consistency was observed for EIC consultants and CEC managers and counsellors. Thus, community agency and EIC consultant reports of unclear mandate being problematic likely refer to the specificity of the mandate statement, or the local adoption and tailoring of national and regional policy.

ii. Continuing education program

Consultants from all three sectors were asked whether they, or their office, provided continuing education for counsellors. Heads of guidance, community agencies supervisors and CEC managers were asked if there was an office in their network which provided this type of program. The results are presented in Table 6.3.

When asked "Does your organization provide workshops or other training opportunities for counsellors?", 73.1% of guidance consultants indicated that they provided this type of continuing education. When asked to list the training which was provided, guidance consultants listed topics dealing with special counselling techniques (19.2%), trauma and suicide (15.4%) and administrative and program planning (15.4%) most frequently.

A small percentage of guidance consultants (11.5%) indicated that they provided continuing education – less than what counsellors and heads of guidance indicated was the case. This discrepancy may be due to different conceptions of what continuing education is. Heads of guidance may be including workshops, seminars and other short-term training, such as those offered during professional development days. For consultants, continuing education may be a policy issue which may refer to the provision of a more formal, long-term type of program, including courses formally recognized by the department of education. It is also possible that leadership for the continuing education of counsellors does not originate from the office of the guidance consultant, but from the office of teacher training.

Program administrators/consultants to agencies perceive themselves as playing a role in providing continuing education, but community agencies' supervisors appear to be unaware of, or do not acknowledge that, an office exists which provides continuing education for counsellors.

Consultants appear to be aware that counsellors do not have all the necessary training and resources they need to provide effective counselling. Consultants were given a list of issues and asked to check those issues which presented a problem. A large percentage from all three sectors (53.8% of guidance consultants, 52.4% of program administrators/consultants and 46.2% of EIC consultants) indicated that training and resources to provide the counselling the clients need was a problem for their counselling offices. It is possible that many courses or workshops, which currently are organized by the central offices, do not provide the necessary or specific training that counsellors require to counsel their client groups.

Over three-quarters (76.2%) of administrators/consultants of community agencies indicated that they provided courses or workshops. The seminars listed most frequently by these consultants are administration and program planning (23.8%), employment related training (19.0%), and counselling special populations (14.3%).

About two-thirds (66.7%) of EIC consultants indicated that they provided courses and workshops. The most frequently mentioned courses were *Assessment Component of Employment Counselling* (15.4%), *Measurement and Accountability (12.8%)* and *Group Employment Counselling* (10.3%).

Consultants in all three sectors were given a list of agencies and asked to rank which of those agencies should be responsible for delivering counsellor training. The results are presented in the following table. Figures represent the cumulative rank.

Table 6.7

	Cumulative Ranks					
	Guidance consultants	Heads of guidance	Administrators/ consultants	Agency managers	EIC consultants	CEC managers
Colleges and universities	23	55	17	71	26	140
Provincial department of education	19	43	9	44	15	91
Provincial department of social services	*	*	10	37	*	*
EIC	17	45	12	56	33	199
School boards	16	*	*	*	*	*
Counsellors' associations	20	50	16	70	21	141
Employers	*	40	*	51	16	107

* Not asked in this questionnaire

Note: The difference in cumulative ranks across columns in the above table reflects differences in the number of respondents from each sector. However, within each column, the higher numbers represent more preferred rankings.

Consultants

Guidance and agency counselling program administrators/consultants ranked colleges and universities as the most preferred organization for delivering counsellor training, followed by counsellors associations.

Heads and Managers

Heads of guidance and community agency supervisors, like their respective consultants, ranked colleges and universities as the most preferred agency for delivering counsellor training, followed by counsellors' associations and EIC.

EIC consultants ranked EIC as their top choice for delivery of counsellor training. This ranking attests to the perceived quality of the EIC *Competency Based Training Modules* that have been developed for CEC counsellor in-service.

The fact that colleges/universities and counsellor associations ranked second and third as training providers indicates that EIC consultants have confidence that their own training is as good or better than training that can be obtained elsewhere.

CEC managers ranked EIC as the most preferred agency for delivering training, followed by counsellors' associations and colleges and universities.

iii. Counselling methods

Consultants were asked if they or their office developed new methods of counselling. Heads of guidance, community agency supervisors and CEC managers were asked if an office existed in their network which performed this activity. Results are presented in Table 6.3.

Few guidance consultants are involved in the development of counselling methods, though according to a small percentage of heads of guidance, it appears that there may be another office in the network which performs this activity. One-third of employment counselling program administrators/consultants indicated that they developed counselling methods for their counsellors' use. However, only 15% of community agency counsellors and managers indicated they were aware of this service.

Consultants were asked to indicate the extent to which they expected their schools, organizations or CECs to "update programs regularly to remain current with labour market realities".

Table 6.8

Programs updated regularly	Guidance consultants	Heads of guidance	Administrators /consultants	Agency managers	EIC consultants	CEC managers
Always	50.0	15.0	66.7	44.1	5.1	34.3
Usually	38.5	47.5	19.0	34.3	43.6	50.0
Sometimes	11.5	17.5	14.3	14.7	46.2	9.6

Consultants	Heads and Managers
Half of guidance consultants (50.0%) indicated that this should always be done, while 38.5% indicated that it should usually be done. Over 11% indicated that this was only to be expected sometimes.	Only 15% of heads of guidance indicated that updating programs is always done and almost half indicated that is usually done. Therefore, it does not have the same priority in the schools that ministries and boards would expect.
A majority of program administrators/ consultants indicated that they expected their offices to always regularly update their programs.	Over 40% of community agency managers indicated that they always regularly updated their programs.
A small percentage of EIC consultants indicated that updating programs regularly was always expected. Most of these consultants indicated that they expected this to be done sometimes.	It appears, from the CEC managers' responses, that CECs update their programs more often than their consultants expect. Half of CEC managers indicated that usually their office regularly updates their counselling programs.

Because the Canadian labour market and labour force are changing so rapidly, traditional counselling information, materials and methods need to be updated regularly in order to remain current. Further, new counselling methods are being developed as a result of initiatives, like CAMCRY, *Stay in School*, and other EIC programs. Services across all three sectors will need to keep abreast of these developments if they wish to maximize their service. From the results given in the table above, it appears that there is little effective leadership for necessary innovations in counselling methods from all three consultants' sectors.

iv. Evaluation and assessment of counselling effectiveness

Consultants were asked if they or their office developed methods of assessing the effectiveness of counselling. Heads of guidance, community agencies supervisors and CEC managers were asked if an office existed in their network which performed this activity. Results are reported in table 6.3.

Consultants	Heads and Managers
As reported in table 6.3, few guidance consultants are involved in developing assessment instruments.	Only a small percentage of heads of guidance indicated that an office which performs this activity exists in their department of education or school board.
Over 60% of employment counselling program administrator/consultants indicate that they are active in this area.	Only 25.5% of managers indicated that they were aware there was an office who provided this support!
Over three-quarters of EIC consultants indicated that they are active in developing methods of assessing counselling.	CEC managers were not asked this question because it was known that EIC does perform this activity.

Because so few community agency managers acknowledge this type of support by their consultants, it appears that efforts by program administrators/consultants to community agencies are not reaching the field. It is possible that assessment instruments are developed by the head offices, but not used by the individual offices. Alternatively, there could be a difference in the perception of what assessment instruments are, with consultants focusing on socio-economic outcomes of the overall program, while counsellors are looking for measures of the precursors.

The high percentage of EIC consultants indicating an involvement in evaluation likely reflects the recent focus on evaluation in the national headquarters of EIC. This focus has produced a document entitled *Counselling Guidelines for Measurement and Accountability in the CEC*, with which EIC consultants would be familiar, and some had participated in the development of the measures.

From the results, it appears that leadership in developing assessment instruments is very weak in education and community agencies.

Consultants from all three sectors were asked at what point they expected counselling to be evaluated.

Table 6.9

Point at which counselling is to be evaluated	Guidance consultants	Consultants to agencies	EIC consultants
Evaluation form completed by client at end of interview	15.4	38.1	10.3
Evaluation form completed by counsellor at end of counselling	19.2	19.0	5.1
Follow up after 6 months	11.5	66.7	20.5
Follow up after 12 months	3.8	23.8	10.3
Not required to evaluate counselling	57.7	9.5	2.6
CEC Review *(CEC only)*			53.8

Generally, guidance consultants do not require the evaluation of counselling. This result is reflected in the question consultants were given about problem areas which they believed their schools had: 26.9% of guidance consultants said that quality of service standards was a problem in their schools.

A majority of community agency employment counselling program administrators/ consultants indicated that they expect their offices to do follow up after six months, however when asked about the types of problems their organizations had, 52.4% of these consultants indicated that follow up was a problem.

From the results, it appears that leadership in evaluation is very weak in educational institutions. The situation is somewhat better in the community agencies, for the majority of consultants are involved in developing assessment procedures which apparently focus on follow-up procedures. However, they do not appear to be widely used in the field.

v. Counselling resources

Most guidance consultants (92.3%) indicated that they expected schools to have a career resource centre. Only 65% of heads of guidance indicated that this was the case. It is interesting to note (on Table 6.3) that community agency supervisors do not recognize that resources are available from their central offices. It is possible that employment counselling program administrators/consultants do not provide the type of resources that their counselling offices require or that they do not inform their offices of the scope of service available to them. It may also be possible that consultants may not be aware that career counselling materials are available.

For EIC consultants, 48.7% indicated that all or most of their CECs had a career resource area. In comparison, 68.7% of CEC managers indicated that their CECs had a career resource area. This difference in reporting could be due, in part, to the perception of what information makes up a such an area. In some of the manager's questionnaires, respondents volunteered that some of their resources were not up to date and that new versions were required. Certainly, it is difficult to do effective career counselling with obsolete information. Centres in larger communities were more likely to have resource areas.

When given a list of items that could appear in such an area, EIC consultants and CEC managers generally did agree with what would be in a career resource area, but there were a few differences. About 83% of managers currently have the national guide to college and university programs and 73.5% have provincial publications as part of their career resource centre. Only 66.7% of consultants believe these are part of the resource centre.

A slightly higher percentage of consultants indicated that CECs have CHOICES (51.3% of consultants and 45.7% of managers) and that monographs are part of the career resource centre (79.5% of consultants and 45.7% of managers). When asked how many CECs have a labour market information area, 48.7% of consultants say that all or most of their CECs have one, however, 79.6% of managers indicated that they did. These discrepancies suggest that local managers play a large role in deciding what materials go into a career resource centre and how frequently these materials are updated. EIC consultants do not appear to be as well informed as they might be about the current contents of the career resources available in local CECs.

C. 1979 Survey

Bedal (1979) interviewed all provincial and territorial directors of guidance services in the departments of education. Among his conclusions were:

> No province or territory has a senior department of education official assigned *exclusively* to school guidance services.
>
> Department officials use various formal and informal means of determining guidance priorities for their jurisdictions.
>
> Although common elements were found, the objectives of guidance and the practices employed in implementing these objectives vary from province to province.

Departments of education have very limited means for ensuring that the aims and objectives of their guidance programs are being met. At best their influence is described as informal.

No comprehensive provisions are made in Canadian guidance programs for helping native and immigrant students.

Two provinces, Quebec and Newfoundland, require that their counsellors possess a master's degree. Other jurisdictions have less stringent requirements. Ontario, for example, requires various certificate levels, dependent upon responsibility. In practice, all jurisdictions reported that local authorities possess much of the power in appointing counsellors. This accounts for the finding that most provinces have some unqualified counsellors in their schools.

Although all provinces but one have one or more universities which provide counsellor training, American universities attract a sizeable number of Canadian counsellors-in-training. Two officials interviewed reported that American universities are offering off-campus counsellor education programs in their provinces.

Most provincial directors of guidance reported that they had little, if any, influence over the guidance training programs in their province. They described their influence as informal at best.

The necessity for continued professional up-dating was emphasized by all respondents, with some identifying this counsellor responsibility as a moral one.

The responsibility for in-service training of counsellors is typically distributed between school boards, departments of education, and provincial guidance associations. Counsellor training institutions are seldom mentioned in this connection.

Personal counselling is identified as one of the services which takes up the greatest amount of counsellor time. The majority of those officials identifying personal counselling disagreed with this priority.

When these conclusions are compared with the results of the current survey, it is very apparent that little improvement has been made in the intervening fourteen years.

D. Summary

The differences in the responses between consultants and their managers may suggest that consultants are not providing the necessary leadership. This lack of leadership is not new, as Bedal (1979) reported this finding fourteen years earlier.

Consultants in all three sectors appear to have a very large span of control. Though employment program administrators/consultants assist the least number of organizations of all three sectors, the number they assist is still over 20 per consultant. It is understandable then, that personal leadership is difficult to maintain.

Guidance consultants appear to be the least involved, or have the least influence, in setting policies for counselling than any other sector, although according to heads of guidance an office does exist in their network which performs this activity. Although program administrators/consultants appear to have some influence over counselling policy, they do not appear to be effective in informing their individual counselling offices about this policy. The possibility that these policies are not meaningful to their counselling practitioners also exists. EIC consultants have the most involvement, or most influence, over counselling policy, though many more CEC offices tailor these policies than their consultants realize.

Policies on equity staffing appear to be more prevalent in individual counselling offices than consultants realize. Possibly, local policies exist on equity, which are not under the jurisdiction of consultants. This is an area where consultants from all three sectors could exercise a leadership role.

Consultants in all three sectors indicated that the first or second priority of their counselling services should be to assist clients to develop a career action plan. Guidance consultants gave top priority to career planning, while their heads of guidance indicated that personal counselling should be the highest priority. This result may reflect a discrepancy between counselling mandate and student's needs.

As reported earlier, the top priority tasks for community agencies managers and their consultants were consistent with their stated mandates. A similar level of consistency was observed for EIC consultants and CEC managers. Difficulties with unclear mandates may reflect local adoption and tailoring by individual offices.

Guidance consultants do not appear to be involved in providing a continuing education program for their counsellors, however they do provide workshops or other opportunities for upgrading. Program administrators/consultants indicated that they do play a role in providing a continuing education program, though their supervisors do not know, or do not acknowledge that this is the case.

Guidance consultants and program administrators/consultants ranked colleges and universities as their most preferred agency for delivering counsellor training. EIC consultants ranked EIC as being their most preferred agency, attesting to the perceived quality of the EIC *Competency Based Training Modules.*

Thirty-three percent of program administrators/consultants of community agencies indicated most frequently that they are involved in the development of counselling methods, though their managers are not aware, or do not acknowledge this activity. Guidance consultants, of all three sectors, are the least involved in the development of counselling methods. Guidance consultants and program administrators/consultants expected their counselling offices to update their programs regularly, yet their respective heads of guidance and managers did not do so. These results suggest that consultants could provide more leadership in the development new methods or updating the methods their offices use.

Guidance consultants do not appear to be involved in developing evaluation instruments to assess counselling effectiveness. This finding coincides with the results reported in Table 6.10 that the evaluation of counselling is not required by a majority of respondents from schools, which makes if difficult for counsellors and heads of guidance to support their claims of understaffing if no evaluation methods are required by their consultants.

Few community agencies managers acknowledge support in evaluation by their consultants, though over half of these consultants indicated that they performed this activity. It appears that efforts by program administrators/consultants is not reaching the counselling practitioner. The high percentage of EIC consultants indicating involvement in this activity may reflect the recent national headquarters' focus on evaluation.

All three sectors indicated that they provided resources for their counselling offices. Community agency managers, however, do not recognize that they are provided by their consultants. It is possible that the resources provided by the central agencies do not meet the needs required by the individual counselling offices, or that consultants are not aware of any other materials available.

EIC consultants indicated that all or most of their CECs had a career resource area, though not as many managers indicated this was the case. This difference in findings could be due in part to the perception of what materials make up a resource area. Some CECs may be operating with obsolete information.

Chapter 7

Emerging Policy Issues

The data from this survey suggested nine issues for consideration:

1. **Leadership**

   The absence of perceived leadership in career and employment counselling emerged as an important issue. Components of leadership include the extent to which those in leadership roles set policies, support the development of new methods and programs, provide for ongoing staff development, provide material resources, and advocate for the services and deliverers. These, collectively contribute to setting direction and vision.

   The ministries which provide financial support are perceived as providing moderate leadership in setting policy and providing material resources, and very limited leadership in the other key areas. It is to be noted that substantial numbers of counsellors feel that their work is not valued or understood by either their superiors or their funders. This suggests that they do not perceive their organizations broadly as providing leadership in carrying out their roles and responsibilities. The general absence of effective and appropriate systems for the evaluation of career and employment counselling also emerged as a void in leadership and accountability.

   Over the past two decades there have been bursts of activity by EIC and two or three provincial departments to develop new methods and materials for use in career and employment counselling. There has been little or no activity of a comparable nature to design appropriate career counselling programs or services. There is a need for this issue to be addressed.

   There is a strong need for the policy-makers in ministries for education, career development, and social services to establish a plan to address leadership in career and employment counselling in the organizations that they support.

2. **Counselling: Ancillary service or integrated program component?**

   The isolation of career and employment counselling from the mainstream of programs and services needs to be examined more fully. With respect to employment, training, and vocational development programs, career counselling appears to be practised as remedial or preparatory (but in this case with very little follow through). It is an adjunct to existing programs rather than an integrated piece in career planning and training selection.

The major modality for career and employment counselling service delivery appears to continue to be individual, one to one counselling and insufficient use is made of group career and employment counselling. Counsellors identified the impediments which clients have to implementing successfully their career decisions as lack of self-confidence, low motivation, pessimism about their chances of success, and lack of support from others. The type of assistance they require involves at the least individual (or group) counselling, but also mentoring, coaching and intervention with third parties. In many cases there is a need for programs, innovative approaches and interventions that address these client issues and assist clients to develop their own networks and their own resources outside counselling. According to their allocation of time, counsellors spend negligible time on any of these issues except, perhaps, through individual counselling. It might be much more effective if there were a strong interface between counselling and other human resource development programs. This would further support the preparatory nature of career counselling.

Finally, counselling in any setting has very little contact with employers, which is a further form of isolation.

Connecting career and employment counselling more to the mainstream is required and would demand a more integrated program/service model, additional systems, training and changes in the way practitioners perceive their roles and the ways in which they are able to have greatest impact.

3. Professionalism/training

The best trained counsellors are in the colleges/Cegeps/secondary schools. The least trained are in the social agencies. With the exception of the province of Québec, any person can call him/herself a career counsellor with absolutely no qualifications. It is to their credit that community and CEC counsellors want more training. The more highly trained counsellor populations indicated a relatively low demand for further professional development and training. The explanation for this is not clear.

It is evident that an appropriate program needs to be organized for all community counsellors. An incentive system will also need to be developed because reports from the field suggest that many community agencies do not have a training budget and counsellors must pay for their own training. To the extent that organizations feel responsible for having a highly trained staff, the training issue is tied to counsellor salary and overall budget. It may be that agencies will need to offer higher salaries as a way of attracting more highly trained counsellors or they may need to invest training dollars to increase the qualifications of their current staff.

It is also suggested that increased attention to a professional development curriculum designed to keep existing professional counsellors current with the rapid changes in career development issues and realities is important. EIC has set a good example in the counsellor training program that it has organized and implemented for its own staff – but even here it would appear that it is not moving fast enough for the counsellors – and to meet the needs of clients. Counsellors indicated that the most appropriate organizations to organize and deliver training are post-secondary institutions followed by counsellor associations. It would appear that the delivery of career and employment counsellor training programs as a joint effort between the associations and the universities/colleges should be explored and might be expected to be received with widest receptivity.

Included in a training initiative may be a need to make arrangements for the registration or certification of career and employment counsellors. There is a strong demand for increased credentialling and recognition through the practitioner communities. There can also be expected to be an increased demand for proof of quality service from client groups. Both trends may provide a window of opportunity to advance the standards of the profession. However, any attempt to address professional standards should be accompanied by efforts to ensure that counsellors can obtain the training necessary to meet the standards. Professional standards, the content of training programs, and access to training must be addressed as a collective, rather than as separate issues.

4. Restructuring of career and employment counselling services

Almost all students can access some career counselling. It appears that it is quite difficult for adults to access career and employment counselling unless they are recipients of income support or are able to pay practitioners in private practice. This raises the issue of whether there are adequate services for adults who are considering entering the labour market but are not in receipt of income support. It also raises the question about marginal low skill workers who want to enter upon a career trajectory. (This is a phenomenon that typically takes place among blue collar workers about the age of 25 – after almost ten years of labour market experience.) Although they are ready for career planning, it may not be available to them except at very considerable cost.

With the exception of school counsellors, the average counsellor sees four or five clients in the working day. Considering the numbers presumably in need of counselling and the shrinking funds available for such services, there is a need to search for and promote additional means of serving clients, such as more emphasis on group counselling, and self-service in terms of career and labour market information. Certainly, many of the client obstacles reported in this survey are best addressed in a group context and some of the career planning

client expectations may be addressed quite adequately in either a group or a self-service format. Increased use of new systems and programs to include mentoring, peer assistance, and other third party resources need to be built into regular career and employment counselling delivery methods. It is recommended that an organizational study be made of the "processing" of clients with a view to increasing the range and flexibility of service delivery.

There is a need to make the delivery system more understandable, clear and accessible. There are differences between services which concentrate on placement-related activities; those which concentrate on career education and exploration; and those which focus on resolving career crises and problems of a more personal nature with respect to working life. Not all jurisdictions can or need to offer all services nor do all counsellors need the same preparedness to be professional within the parameters of the service delivered. The parameters of service and the relationships between the services and the counsellor training required for that service, need to be much more explicit.

The concept of a "one-start" (rather than one-stop) service merits reflection. Clients need a starting point, or point of access, to be able to identify the resources in their communities, institutions, or work places which can meet their career/employment counselling needs in the most targeted and effective way possible. Clients who need to acquire job search skills and receive placement assistance do not require, and will not benefit from, an intensive career and employment counselling procedure; clients who need to explore career paths will be frustrated in a placement focused service. Moreover, clients need to learn to identify and deal with the obstacles that create barriers to pursuing their career paths. Counsellors also need to learn to appreciate the need for, and how to interact with, third parties as an advocate for the client and how to provide mentoring and coaching assistance to clients. Quality of service is, in part, the match between the expectations of the client and the service which is received.

Perhaps the most significant evaluative information is the fact that some 66% of counsellors reported that some of their clients get career and employment counselling from another organization. This situation would prompt one to think that many clients feel that they are not getting sufficient assistance from one source.

A study to clarify the several jurisdictions, their components, and their minimum standards could form a foundation for important restructuring options. It is suggested that this could encourage the development of quality minimum standards in the several components of employment and career counselling. This could facilitate client access, counsellor preparedness, the development of appropriate standards and accountability for reasonable outcomes.

5. Evaluation of counselling

Counselling is not systematically evaluated – and usually not evaluated at all. This is due in part to the difficulties inherent in such evaluation. A problem has also arisen when economists attempt to evaluate counselling against inappropriate criteria because they are usually looking for economic outcomes when the legitimate outcomes of counselling, as presently organized, are learning outcomes that are the precursors to socio-economic outcomes. Precursors include, self-awareness, opportunity awareness, decision-making skills, and transition skills. These learning outcomes have been demonstrated to be significantly correlated with subsequent career satisfaction and success, thus they are the prerequisites of socio-economic outcomes of counselling. Appropriate instruments should be prepared and put into place to measure the achievement of the precursors, and experiments undertaken to clarify the exact relationship between the precursors and the ultimate achievement of economic goals.

This initiative could be particularly informative with respect to the adult population not in receipt of assistance and having least access to career and employment counselling services. It is further suggested that measurement of these learning outcomes would be an excellent source of directions for the development of new programs and services.

The role of the recipient of counselling, (i.e., the learner or client) in the evaluation of counselling also needs to be recognized. Attempts to evaluate counselling more systematically need to include client reports of the process and outcome of counselling, in addition to the counsellors' own evaluation of counselling effects, and appropriate forms need to be developed that clients can use to evaluate the impact that counselling had on their lives.

6. Equity

The composition of counsellors appears to be predominantly white female, except for the secondary school system where the balance is close to equal female/male.

This composition may result in bias and/or perceived bias against aboriginal, disabled and visible minority students. Although clients represent designated groups in significant percentages, the selection and training of counsellors has not reflected the special characteristics of these populations. Training in counselling of aboriginal peoples, women, people with disabilities, and in cross-cultural counselling is largely negligible and counsellors do not see this as being a problem. When hiring counsellors, employers should ensure an equity balance. The training issue requires attention. The degree to which existing career/employment counselling services are seen by aboriginal, disabled and visible minority clients as relevant, representative of their concerns and accessible to them, merits study and addressing.

7. The management of counselling

Counsellors could not, or would not, report the size of their active caseload or of their waiting lists. This suggests that caseloads are not a management concept or tool for many educational institutions and social agencies, and that appropriate information is not kept. Follow-up with clients who have received services is not practised or not practised sufficiently to provide evaluative data. It makes it very difficult to justify a certain level of staffing without this type of management information.

Counsellors indicate that they seldom review their programs or services for the purpose of making substantial changes. When they do, they do not involve the clients in the review, and as stated earlier they do not regularly analyze client outcomes. Also when they do, it appears to be more individual initiative on the part of counsellors rather than organizational and program leadership. Given the pervasiveness of the non-evaluation finding, it is possible that counsellors are placing themselves in a very vulnerable position by not having evaluation data. When it comes time to argue for budget, or defend oneself against accusations of "not contributing" counsellors have no data to support their contention that they are making a positive impact on the lives of their clients. The low priority set on evaluation of counselling is worrisome.

A counselling service is in danger of being eroded quickly by the lack of organizational astuteness of the managers. If they avoid waiting lists, cannot describe their caseloads, do not educate their superiors of the value of the job they are doing so that the "chief executive officer" understands what counselling is all about, then what seems to be a reasonably good service, could turn into a non-existent service when the budget crunch gets tighter.

8. Counselling resources

Counsellors have seen the number of counsellors and the amount of counselling materials decline in recent years, and expect further cutbacks. However, many counsellors believe the system cannot be cut further without having a serious impact on quality of service, and counsellors already feel burnt out associated with the current cuts. Many counsellors are short of basic counselling materials. There is a need to make sure that all recognized points of counselling delivery have an adequate supply of essential materials and that these materials are accurate and current. In some cases, it may be necessary to prepare new materials. EIC (HRD) has a strong track record of producing and distributing quality career counselling resources and it may be important for them to reactivate this role.

9. Who needs counselling?

The issue of who needs career and employment counselling was not addressed in this study. It is apparent that many people are asking for the service but being turned away. Over 70% of counsellors in social agencies and CECs reported that they had to deny counselling to people because they were ineligible according to the mandate of the office. In order to get a true reading on the number actually needing career and employment counselling it will be necessary to conduct a national survey – along the lines of a public opinion poll.

Chapter 8

Methodology

1. Purpose

The study was undertaken in order to obtain definitive information on career and employment counselling offered by educational institutions, social agencies and Canada Employment Centres. The questionnaires (developed after extensive consultation and field testing) covered the following areas: client characteristics; agency characteristics; tasks performed by counsellors; client expectations of counselling; work loads; financial and professional support provided by parent body; number of counsellors; qualifications of counsellors; physical resources; linkages with CECs (in the case of the other organizations); presenting problems; outcomes; barriers; counselling tools and materials; evaluation of counselling; supervision; size of community; quality of service; and, marketing of the counselling service.

2. Questionnaire Development

a. Process of development

An "omnibus" survey was drafted that tried to cover all pertinent areas of the practice and supervision of career and employment counselling. The ideas for questions came from many sources including: a previous questionnaire of the Canadian Guidance and Counselling Foundation focusing on counsellor training; a draft manual on quality features of career counselling prepared by Dr. Dorothy Riddle and others for Heritage College; other surveys used in the United Kingdom and North America; several counsellor educators, staff of the CGCF and the CLFDB, and the members of the advisory group established by the Canadian Labour Force Development Board.

This omnibus questionnaire was completed by a score of counsellors and as many supervisors (typical of the intended respondents) in a variety of settings, and the questions were refined as a result of their reactions and responses. The second version was then field-tested with other people typical of intended respondents. Some of these respondents were nominated by members of the advisory group. The responses were analyzed and further changes and additions were made to the questionnaire.

b. Versions of the questionnaire

From this basis separate questionnaires were developed for educational institutions, social agencies, and Canada Employment Centres because the background, training and experience of counsellors in these situations were presumed to be different (school counsellors, for example are trained teachers), their clients were also presumed to be in different circumstances requiring different forms of assistance, their mandates were also assumed to be quite different, and finally they operated within different bureaucratic and jurisdictional orbits. For each of theses three types of counselling service delivery organizations three survey instruments were prepared for: (1) counsellors, (2) their supervisors or mangers, and (3) counselling consultants in organizations that provide funding or support to counselling projects. Examples of the last category include: guidance consultants in boards of education and in ministries of education and consultants in various levels of government that fund or coordinate community agencies that provide employment counselling. French language questionnaires were then prepared.

3. Sample selection

Based upon the number of unitary municipalities in each province, a sample was selected from municipalities with populations of 100,000 and over; 50,000-99,999, 10,000-49,999, and under 10,000. The selection of communities to be surveyed was prepared as follows:

COMMUNITY	NF	NS	PE	NB	QC	ON	MB	SK	AB	BC	YT	NW	ALL
1,000 - 9,999	5	3	1	4	12	12	4	4	6	5	1	1	58
10,000 - 49,999	2	3	1	2	14	10	1	2	3	5	1	1	45
50,000 - 99,999	1	1		1	5	6			1	4			19
100,000 +	1			2	4	1	1	1	2				13
													135

a. Compilation of mailing lists

For the education sector we used the *Directory of Canadian Schools* (Southam Business Communications, 1992) to obtain the names and addresses of secondary and post-secondary institutions in Canada. To be certain that we had a full listing of Québec secondary schools we also used the *Répertoire des organismes et des établissements d'enseignement* (Les Publications du Québec, 1991).

It was more difficult for the social agencies sector and we used a great variety of sources including: EIC regional offices; provincial government officials; and many documents such as: *Canadian Almanac and Directory*, 1992; *Répertoire des services communautaires du Grand Montréal 1992* (Centre de Référence du Grand Montréal); *Directory/Annuaire 1992-3*, United Way/Centraide Canada, Ottawa; *Inventory of Labour Market Programs and Services in Manitoba, 1992-93*, Employment and Immigration Canada, and Manitoba Education and Training; *Directory of Programs*

and Services for Persons with Disabilities, Saskatchewan Labour,1992; *Directory of Employment Services* NETWERCC, Vancouver, 1993; *Community Resource Guide for Manitoba*, Contact Community Information, Winnipeg, 1993; Calgary *Human Services Directory*, Human Development Council, St. John, NB; Fredericton *1993 Canadian Directory of Foundations* Canadian Centre for Philanthropy, Toronto; *Liste des Centres Travail-Québec*, 1992; *At Your Fingertips: A National Sourcebook of Essential Services on Employment and Persons with Disabilities*, Canadian Council on Rehabilitation and Work, Winnipeg, 1993; *Associations Canada, 1993/4* Canadian Almanac and Directory, Toronto, 1993; *Calgary Community Services Directory* City of Calgary, 1993; lists provided by the Newfoundland Department of Social Services; Newfoundland Department of Employment and Labour Relations; Ministry of Community and Social Services, Ontario; Alberta Career Development and Employment; members of the advisory group; various Canada Employment Centres; Nova Scotia Department of Education; Ontario Ministry of Education; Ontario Ministry of Labour; Canadian Career Information Partnership; Employment and Immigration Canada (of Outreach co-ordinators); Société Québecoise du dévelopment de la main d'oeuvre-Service des réseaux; Youth Employment Branch, Ontario Ministry of Education; Youth Employment Counselling Centres in the designated communities; Income Assistance Department of NB, and others.

It was not possible to identify secondary schools, or agencies providing career or employment counselling in all of the smaller communities. It was particularly difficult to obtain names and addresses of community agencies in smaller communities, and in many instances we were told that the only agency that provided career or employment counselling was the local Canada Employment Centre (outside of the local secondary school).

In the case of the Canada Employment Centres the national headquarters of Employment and Immigration provided address labels for every CEC manager and the number of counsellors of worker clients believed to be working in the CEC.

b. Mail out

The Canadian Guidance and Counselling Foundation estimated that there are, on average, three people who work on a full or part-time basis, in the average counselling point of delivery. It was decided, therefore, to prepare a packet of one questionnaire for the head or supervisor of counselling, and add two questionnaires for counsellors asking the supervisor to give them to the counsellors. Each questionnaire contained a pre-paid and addressed return envelope, thus it was not necessary for any respondent to give his/her completed questionnaire to anyone else to mail. In some points of delivery there may be more than one counsellor, but not a head or supervisor.

Some efforts were taken to prepare counsellors for the questionnaires. One particular approach was to write to the presidents of all relevant counselling and guidance associations explaining the questionnaire, and providing a sample copy. The organizations contacted in this way are: School Counsellors' Association of Newfoundland; P.E.I. School Counsellors' Association; Nova Scotia School Counsellors' Association; New Brunswick Guidance Council; Association des conseillers et conseillères en orientation du Nouveau-Brunswick; Québec Personnel and Guidance Association/Corporation professionnelle des conseillers et conseillères d'orientation du Québec; Ontario School Counsellors' Association; Manitoba School Counsellors' Association; Saskatchewan Guidance and Counselling Association; Alberta School Counsellors' Association; British Columbia School Counsellors' Association; Association of Municipal Employment Services, Ontario; and Regroupement Québecois des organismes pour le développement de l'employabilité. The letter must have been satisfying as only one organization responded (with encouragement).

c. Some difficulties

Services in small communities

News reports indicate that family violence and abuse on the farm is a serious problem in its own right (as it is everywhere) but in addition the isolation and lack of appropriate services in rural and remote communities compounds the problems. It would appear, therefore, that our inability to identify agencies providing career and employment counselling is a reflection of the reality in these small communities. We know of no study that reveals how people in these areas avail themselves of career guidance services available in larger communities.

Time to complete questionnaires

The questionnaires were very long, but the covering letter said that it would take only 20 minutes to complete. Many respondents complained about the length, but still took time to write additional information on the margins. One respondent wrote over the front page of the questionnaire "Who was the bozo who said this would only take 20 minutes?" – but he still completed it! We believe that counsellors generally were pleased that someone was asking about their work, and that the length did not deter many potential respondents.

Incentives to reply

In order to encourage responses we offered a draw for prizes of $200, $100 and $50 for the educational and community surveys. This strategy was adopted on the advice of a communications consultant for a previous survey, and we deemed it to be effective because of a high percentage return, and the fact that at least one respondent had sent his entry by courier to meet the deadline.

In the study one respondent sent her questionnaire by courier, and two faxed them on the last day. Therefore we considered the offering of prizes to be valuable. They did possibly have a down-side in that some people phoned to see if we would accept their questionnaires if they missed the deadline for the draw. Future surveys should continue to offer prizes, but should also indicate that entries will be received until a certain date, but the draw is to encourage early responses.

Number of counsellors per point of delivery

For purposes of distribution we had estimated that there were three persons who do counselling at each point of delivery. The question was asked "How many people in your office do career/employment counselling?" The average response to this question was: secondary schools 3.4, and community agencies 4.4. This information will be helpful in planning future surveys.

Employment and Immigration wanted all counsellors and CEC managers to complete the questionnaires, and they provided mailing labels and the estimated number of counsellors of worker clients in every CEC.

Calculation of response rates

The replies do not permit us to know whether more than one completed questionnaire was received from any one point of delivery. It is therefore very difficult to know exactly what the response rate is. The best indication (i.e. conservative underestimation) is the ratio of responses to the number of mailings. Twenty-four envelopes were returned by the post-office with the note that they had moved or closed their post office box.

For comparative purposes the return rate is calculated on the percentage of the total number of counsellor and supervisor responses against the number of agencies mailed. The calculation must be re-done because (among other things) the number of French schools seems too low. In any case the rate is: education 74%; community 60%. (Based on education mailings of 455 and returns of 335; and community mailings of 407 and returns of 244.)

Community agencies are typically more insecure than schools for the reason that they do not have the solid financial base that the school boards enjoy. Many local social agencies must seek funding each year, and one report suggests that up to 40% of professional time can be spent on fund raising. The time that would be used for filling in lengthy questionnaires may be needed by agencies for their search for financial support.

Schools belong to a school board and frequently a school board has a guidance consultant. Most social agencies, on the other hand, do not have such a network to rely on and therefore their consultants may be more likely based in a provincial agency that provides them with some funding.

There are some fundamental differences between secondary schools and community agencies that might be expected to affect the response rates, including the fact that: high schools, colleges and universities are remarkably stable institutions and seldom move or close their doors and it is possible to purchase directories of schools; whereas community-based agencies are mobile, coming and going with the availability of support from other sources and usually with only short-term funding.

Item interrelatedness

There are several improvements that could be made in a future edition of the questionnaire including:

* asking if the first set of expectations had been met;

* ensuring that the topics covered in obstacles (such as self-esteem) are also covered in the question on the outcome expectations of counselling.

d. Unsolicited responses

The manager of a community adjustment centre in Ontario asked for an extra copy of the questionnaire for counselling supervisors. An Alberta community agency called to see if they could photocopy the questionnaire so that all staff could complete it (yes). A Newfoundland agency asked us to send the questionnaire set to another agency with which it was associated.

5. Sample Composition

a. Community size

The size of community does have a profound effect on the services available as is reflected in the results as presented in the following table.

Community size	Percentage of returns by		
	Educational institutions	Community agencies	Canada Employment Centres
Under 10,000	12	4.4	17.5
10,000 to 49,999	17	18.3	35.4
50,000 to 99,999	26	13.9	16.6
100,000 and over	44	58.3	28.6
Unanswered		5	1.8
Total	99	99.9	99.9

b. Overall return rate

The following tables indicate the numbers of questionnaires sent out and the numbers returned.

EDUCATIONAL INSTITUTIONS

RETURN TALLY: AS OF AUGUST 1, 1993

REGION	NUMBER OF INSTITUTIONS	RETURNS		NUMBER OF BOARDS AND MINISTRIES	RETURNS
		Counsellors	Heads of Guidance		Consultants
Territories: YK	2	1	1		
NWT	6	2	2	4	
Territory unknown					1
Western: BC	62	11	10	18	1
AB	53	17	15	10	1
Province unknown		8	3		2
Prairies: SK	27	16	7	15	3
MB	44	25	8	13	1
Province unknown		6	3		3
Ontario	155	69	53	32	5
Quebec	120	17	10	19	2
Atlantic: NF	30	7	4	7	
NS	21	10	4	5	2
NB	15	24	3	6	2
PEI	7	4		3	
Province unknown		12	2		3
TOTAL	542	229	125	113	26

Notes 1 It is impossible to calculate the "true" response rate as 1 head of guidance questionnaire, and 2 counsellor questionnaires were sent to each educational institution. Any institution may not have a head of guidance, and many institutions do not have two counsellors. Of 1626 questionnaires issued in this way, 348 were completed for a **minimum** return rate of 21%.

2 The return rate for consultants is similarly underestimated (at 23%) because many school boards do not have a consultant or coordinator of guidance and counselling.

COMMUNITY AGENCIES

RETURN TALLY: AS OF AUGUST 1, 1993

REGION		NUMBER OF AGENCIES	RETURNS		NUMBER OF MINISTRIES, OFFICES, ETC	RETURNS
			Counsellors	Supervisors		Consultants
Territories:	YK	3			2	
	NWT				2	
	Territory unknown					
Western:	BC	67	26	17	3	1
	AB	68	9	2	9	4
	Province unknown		7	3		
Prairies:	SK	51	21	9	9	2
	MB	49	17	14	4	1
	Province unknown		5	5		4
Ontario:		132	36	20	14	4
Quebec:		127	32	16	12	1
Atlantic:	NF	21	15	8	3	1
	NS	48	6	3	2	
	NB	22	11	4	2	1
	PEI	6	2		1	
	Province unknown		7	2		2
TOTALS		548	194	103	63	21

Notes 1 It is impossible to calculate the "true" response rate as 1 supervisor of counselling questionnaire, and 2 counsellor questionnaires were sent to each educational institution. Any institution may not have a supervisor, and many agencies do not have two counsellors. Of 1263 questionnaires issued in this way, 292 were completed for a **minimum** return rate of 23%. (A very similar rate to that of educational institutions)

CANADA EMPLOYMENT CENTRES

RETURN TALLY: AS OF AUGUST 1, 1993

REGION		Counsellors	Managers	Consultants
Territories:	YK		1	
	NWT		1	
	Territory unknown	3	1	
Western:	BC	40	15	3
	AB	11	13	3
	Province unknown	86	20	5
Prairies:	SK	17	4	1
	MB	9	6	
	Province unknown	32	10	
Ontario:		211	67	15
Quebec:		192	51	13
Atlantic:	NF	13	7	1
	NS	14	5	2
	NB	23	6	
	PEI	2	2	2
	Province unknown	61	19	
RETURN TOTALS		714*	228	45
TOTAL MAILED				

* + 1 unknown

Note: This tally is of **returns only** - does not yet include the distribution of questionnaires.

It is impressive to note that the overall response rate (number of questionnaires received as a percentage of the number of addresses mailed) is 58% in Atlantic Canada, 60% in Ontario, 65% in Manitoba-Saskatchewan, 25% in Alberta, and 31% in BC.

6. Data compilation

In order to compile a composite picture of how the different groups responded to the questionnaire, the response frequencies for each item were tabulated. For ease of comparison across the various groups surveyed, the frequencies are reported as percentages of the total number of people in that sample. In cases where respondents were asked to check more than one item, the response frequencies are also reported as the percent of the sample checking a particular response.

The questionnaire contained several open-ended questions where respondents were asked to write in their responses. A content analysis was conducted for each of these items and a taxonomy was developed to reflect thematic groupings in the participants' responses. This taxonomy was then used to code the write-in responses to each question. The write-in response frequencies are reported as a percentage of the sample indicating a particular item.

7. Data analysis

The main purpose of the survey was to obtain a descriptive picture of career and employment counselling in Canada. Thus, a descriptive analysis was conducted on the response frequencies for each survey item. Where appropriate, the response means are reported to portray the general picture and to facilitate comparison across items and across groups. Mean responses to those items utilizing a Likert scale were calculated by assigning values to the Likert categories and calculating the weighted average of the response frequencies. In order to get the composite picture on those questions that asked participants to rank items, a cumulative rank was calculated by reversing participant rankings to get a score for each item. In this way, items that were ranked #1 contributed 5 to the total score, items ranked #2 contributed 4 to the local score, and so on. The frequency for each rank is reported, along with the cumulative rank, in order to permit an accurate comparison across items and across groups. Appropriate inferential statistics were used to explore interactions between the responses in different parts of the questionnaire and when a definitive statement comparing different groups was warranted.

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